BASIC POLICIES FOR THE COMPREHENSIVE PLAN OF CHICAGO

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BASIC POLICIES FOR THE COMPREHENSIVE PLAN OF CHICAGO

AUGUST 1964

DEPARTMENT OF CITY PLANNING
CITY OF CHICAGO
RICHARD J. DALEY, MAYOR

TO THE PEOPLE OF CHICAGO:

The city is a community of interests whose objective is to offer to its residents the widest possible variety of choice in all the aspects of living and working. The basic goals of the Comprehensive Policies Plan proposals are to guide plans and programs which will assure every citizen the opportunity to live in a good environment, the choice of a broad variety of jobs, and the maximum variety of educational and cultural opportunities.

To achieve the goal of improving the quality of living for every resident the Chicago Comprehensive Policies Plan establishes primary guidelines. These are:

To improve the residential environment by eliminating substandard housing, increasing the variety of housing choice, expanding recreation space, improving schools and other community facilities, relocating industrial plants scattered in residential areas, and reducing traffic volumes on residential streets.

To strengthen and diversify the economy by renewing and expanding industrial areas, improving transportation facilities, strengthening the central business district, renewing outlying business areas, supporting the expansion needs of institutions for research, higher education, and medical care, and by improving facilities for education.

To enlarge human opportunities by improving public education facilities, supporting educational and medical institutions, increasing employment opportunities, improving public services, supporting freedom of housing choice throughout the city, and increasing the variety of housing choice within communities.

The Comprehensive Policies Plan proposals are being submitted to the people of Chicago. This offers an opportunity for every citizen to participate in reviewing recommended planning policies and thus to play an active part in determining the future of his city.

The great planner, Daniel Burnham, pointed the way for all of us:

"Make no little plans . . . they have no magic to stir men's blood and probably themselves will not be realized . . . make big plans . . . aim high in hope and work . . . let your watchword be 'order' and your beacon 'beauty'."

He symbolized the spirit of Chicago and he gave voice to that spirit in these words:

"It is even now impelling us to larger and better achievements for the public good. It conceals no private purpose, no hidden ends. This spirit—the spirit of Chicago—is our greatest asset. It is not merely civic pride, it is rather the constant steady determination to bring about the very best conditions of city life for all of the people, with full knowledge that what we as a people decide to do in the public interest, we can and surely will bring to pass."

He symbolized the spirit of Chicago and he gave voice to that spirit in these words:

"This is the spirit of Chicago today—this is the spirit of Chicago's future."

Richard J. Daley

MAYOR

PREFACE

This Statement of Basic Policies is on the major findings, ideas, and objectives of the Comprehensive Plan of Chicago. In the past, statements of general policy have been highly useful in effecting changes and developments which achieve major improvements. For example, the 1909 Plan of Chicago set forth the policies of preserving and developing the lakefront for recreation, developing forest preserves along the periphery of the city, and focusing transportation lines on downtown Chicago. The realization of these objectives has been instrumental in shaping the Chicago of today. Similarly, the Comprehensive Policies Plan is intended to provide a general guide for specific projects. It will make available to the public an explicit statement of the city's policies, or lines of action, for planned improvement.

This report is published to encourage discussion by citizens' groups, civic and business organizations, and the general public. It is hoped that they will present their comments—both positive and negative—to the Department of City Planning and the Chicago Plan Commission. Whenever possible, the Commissioner of City Planning or a department staff member will meet with organizations to discuss their ideas. This proposed policies report will be used as a guide for developing the approved Comprehensive Plan, which will serve as a framework for the preparation of development plans for community areas, for a program of capital improvements, and for review of many special projects.

The final Comprehensive Plan will include recommendations for carrying out the policies and give examples of how they can be applied to communities.

A report of this kind is necessarily the product of many persons and agencies in addition to the Department of City Planning. Special acknowledgement should go to Raymond Simon, Administrative Officer to the Mayor; Earl Bush, Public Relations Officer; Frederick T. Aschman, city planning consultant; John G. Duba, Commissioner, Department of Urban Renewal; and D. E. Mackelmann, Director, Community Renewal Program. They have met regularly with the Commissioner of City Planning, with William R. Marston, Deputy Commissioner of City Planning, and with Edward Logelin, Chairman of the Commission, and their comments and contributions were of great value in developing this report.

Among the other agencies which have assisted in formulating this report are the Department of Urban Renewal, Department of Public Works, Department of Streets and Sanitation, Department of Aviation, Department of Buildings, Fire Department, Police Department, Board of Health, Department of the Port of Chicago, Chicago Public Library, Chicago Park District, Chicago Board of Education, Chicago Area Transportation Study, and Northeastern Illinois Metropolitan Area Planning Commission.

The development of technical material and the final preparation of text and graphics for this report were the responsibility of Larry Reich, Assistant Commissioner of Planning and Research, and Thomas P. Melone, Director, General Plan Division.

Ira J. Bach

IRA J. BACH
Commissioner of City Planning

TABLE OF CONTENTS

I INTRODUCTION/*page 8*

II ALTERNATIVE POLICIES FOR CHICAGO'S DEVELOPMENT/*page 16*

III THE CITY'S PEOPLE/*page 22*

IV RESIDENTIAL COMMUNITIES/*page 28*

V RECREATION/*page 36*

VI COMMUNITY FACILITIES/*page 44*

VII THE ECONOMY/*page 50*

VIII INDUSTRY/*page 56*

IX BUSINESS/*page 64*

X TRANSPORTATION/*page 70*

XI QUALITY OF LIFE IN CHICAGO/*page 82*

XII HOW THE COMPREHENSIVE POLICIES PLAN WORKS/*page 86*

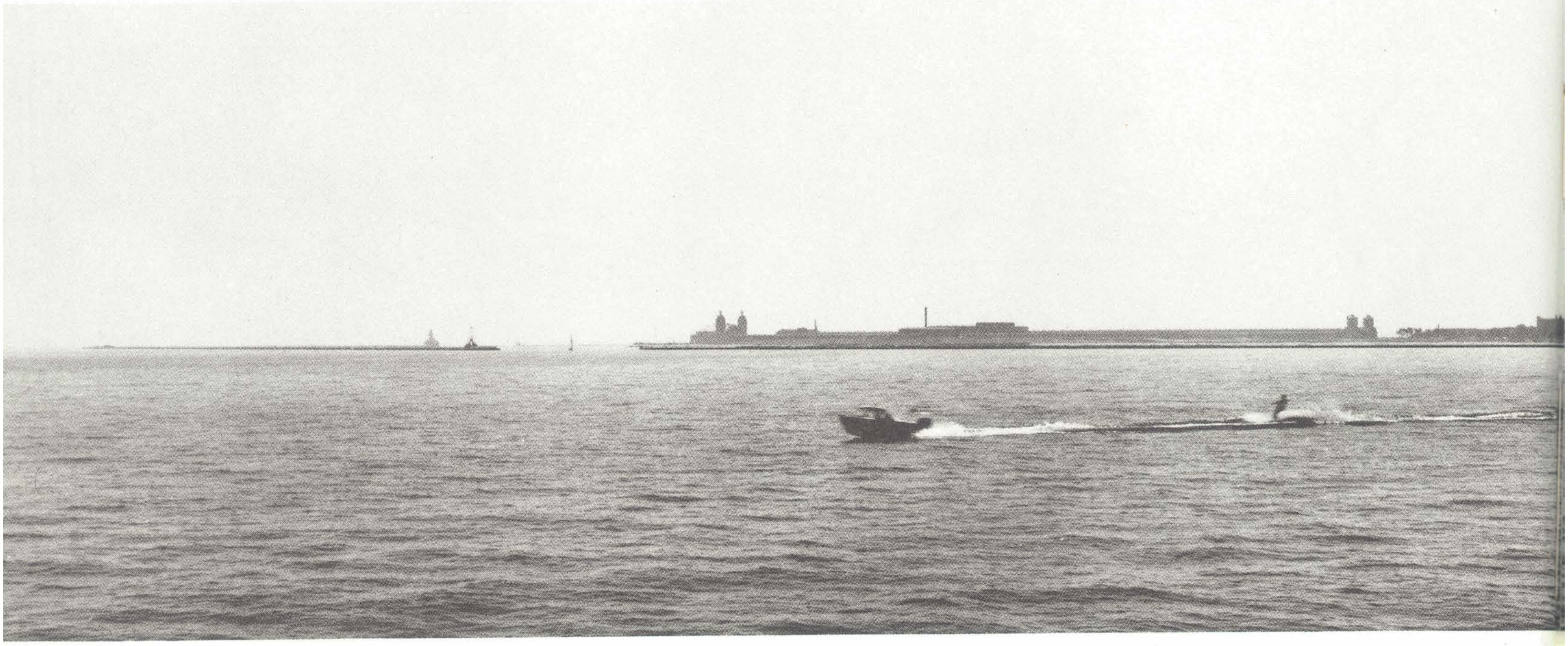
DIAGRAMMATIC MAPS ILLUSTRATING BASIC POLICIES/*page 97*

I INTRODUCTION

Each element of the Comprehensive Policies Plan is fundamentally interconnected with each other element. For example, the types and locations of transportation facilities affect industrial development and residential density. Residential density affects the size and distribution of community facilities and business centers, which in turn support the demand for transportation facilities.

It is important to recognize these interrelationships, because a decision on one subject in one community necessarily influences the total development of the entire city.

At the beginning of each section of this report, the most significant interrelationships of that subject with other elements of the plan will be pointed out briefly and generally.



Chicago adds another chapter to a noteworthy tradition of city planning with the publication of this statement of Basic Policies for the Comprehensive Plan. In 1909, one of the first comprehensive city plans produced anywhere on this continent set Chicago into a modern framework. Daniel H. Burnham and Edward H. Bennett, principal authors of that plan, enunciated policies which have been instrumental in shaping the city of today. They established, among other things, the city's shoreline for public use only, by recommending the extension of lakefront parks, and set the pattern for the city's system of forest preserves, linked by highways.

The purpose of this first publication of the basic policies contained in the Comprehensive Plan is to set in motion what will be a unique process in planning—the refinement of recommended planning policies through the medium of public discussion. The people's reactions, ideas, and imagination will be very much a part of the Comprehensive Policies Plan upon completion. Community support, plus the leadership of the city administration, will be the ultimate factors which forge these planning policies into programs for action.

One of the functions of the Department of City Planning in this process is to make a tentative formulation of policy, drawing from existing practice and adding new goals for a better city. This formulation must be general and flexible, capable of being worked into final form through the democratic process. The plan will not propose specific land uses for every block of the city. Rather, it will delineate the lines of action that should be pursued to attain the city's basic objectives most economically and completely.

This statement of basic policies has two purposes:

1. Set forth general goals and specific objectives, representing the needs and aspirations of the people of the city.
2. Provide an integrated set of policies to guide the future development of Chicago toward these objectives.

The Comprehensive Policies Plan, when issued, will indicate the means by which these objectives and policies can be achieved.

In developing these policy proposals, many alternatives were considered. There were not only larger alternatives to the total system of policies which has been developed (see the section following on Alternative Policies for Chicago's Development), but also alternatives to specific policies recommended in many individual areas of action, such as recreation or transportation. Out of this careful consideration of the ultimate effects of several possible courses of action has come this set of recommended policies.

Achieving the Plan's Proposals

The recommended policies take into account the forces of change which are continually remaking the city. Taken as a whole, the policies represent a synthesis of all the means of effectuating change which can be used to carry out the plan's proposals. Special attention is given to the three major methods of inducing change available to government: capital improvements, community improvement programs, and regulations.

Capital improvements by city, county, state, federal, and other government agencies are important developments in themselves and can also encourage private development which will help to achieve the plan's goals. These projects include transit lines, expressways, streets, water and sewer facilities, airports, ports, schools, parks, and public buildings. Services provided by public agencies are also directly related to the attainment of the plan's objectives.

Community improvement projects provide a means of direct, joint action by public agencies and private investors in order to up-grade specific parts of the city. These include urban renewal conservation projects, which improve conditions in large, predominantly residential communities, and smaller redevelopment projects which make land available for housing, industry, commerce, and institutions. Capital improvements and special programs such as planning and advisory services for industrial areas are important parts of many community improvement projects.

Controls over private development through zoning, subdivision regulations, and building and housing codes are a most important method of achieving planning goals. Carrying out the recommended

policies in the plan would require full use of these measures, as well as some revisions in existing legislation.

All of these activities involve continuing activities of government, whether city, county, state, or special jurisdiction. The Comprehensive Policies Plan has specific application to almost all of these continuing responsibilities, particularly those of the city government. The latter include the recently established system of mandatory referrals—development projects of other agencies, such as the Board of Education and Park District, which must be referred to the Chicago Plan Commission for a recommendation. Responsibilities of the Department of City Planning include review and recommendation on all zoning changes; preparation of the Capital Improvements Program; review or preparation of many special projects, private as well as public; and finally the preparation or review of all plans for areas in which improvement programs are scheduled.

The final section of this report, "How the Comprehensive Policies Plan Works," describes how the plan's policy recommendations would be used in a practical way, to guide improvement programs in a typical Chicago community.

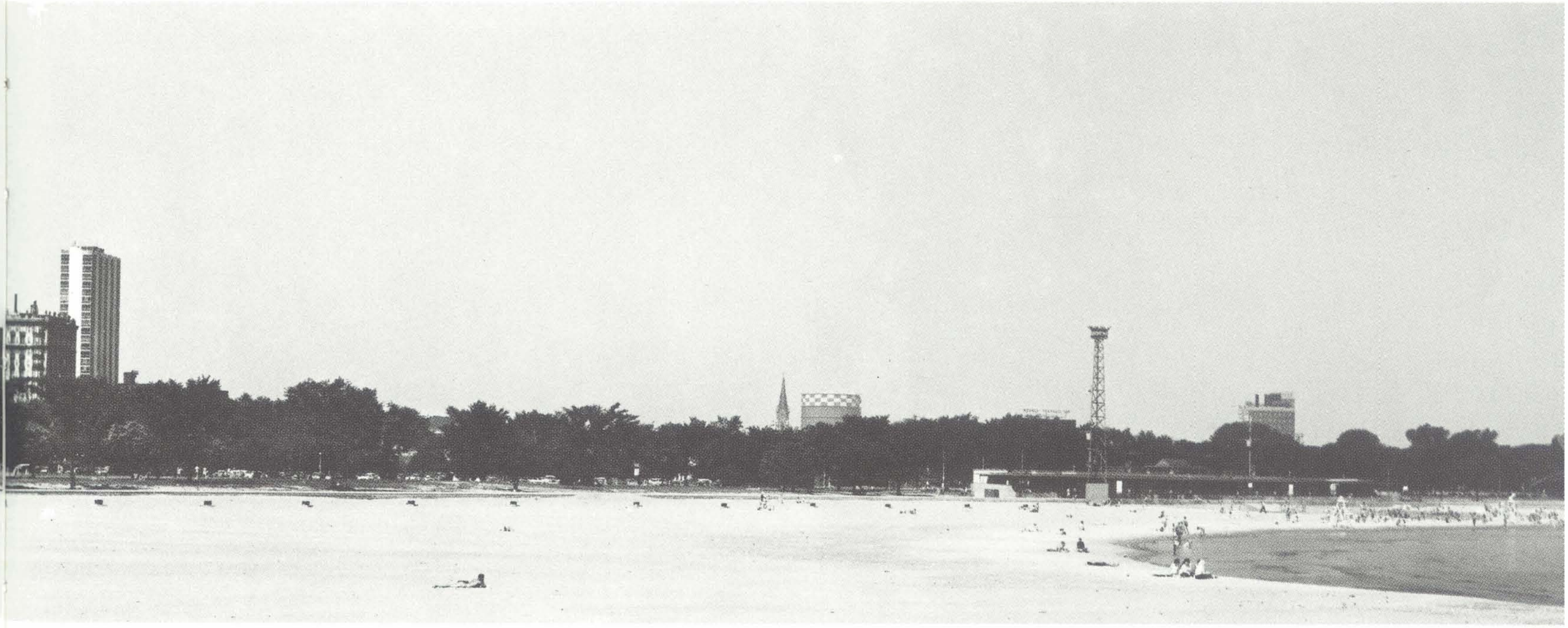
Chicago's Recent Accomplishments

Chicago today is carrying out a massive improvement program. In the past decade there have been major developments in transportation, housing, industry, community facilities, utilities, and public services.

The Eisenhower, Kennedy, and Dan Ryan expressways, the Chicago Skyway, and major street improvements such as the Damen Avenue Viaduct have been completed. Navy Pier has been improved, Lake Calumet Harbor opened, and O'Hare Airport developed. The Southwest Expressway is nearly completed.

In the city's urban renewal program more than a square mile of slums has been cleared, and the land has been made available for new housing, industries, business, and institutional buildings. Conservation projects have helped to improve more than two square miles of residential area. School construction has added more than 4,800 classrooms.

Major improvements have also been made to basic utilities and



services—water and sewer lines, street lighting, and the Central District Filtration Plant.

Private enterprise—supported and encouraged by Chicago's public improvement program—has continued to invest in new homes, industries, and business buildings.

The most recent examples of the relation of the planning process to continuing city activities are the coordination of planning, urban renewal activities, and capital improvements scheduling under the Community Renewal Program. There has been close coordination of research and programming between the CRP and the preparation of the Comprehensive Policies Plan. The two together will give Chicago a set of policies and a program for effectuation of renewal activity over the next 20 years.

What Is a City For?

Chicago's citizens must ask themselves at this point, as the city's planners and leaders have been asking themselves throughout the planning process, what is the city for? What sort of a city should it be?

Sometimes, in the tangle of everyday living in a complex society, answers to such simple questions are not always easy to determine.

One way of getting at the answers is to look at just what Chicago is today. It is, first, the concentrated center of a vast region of over six million persons. Over three and one-half million people live in the city, and over 1.8 million people make their living in Chicago. Perhaps most important, Chicago performs what is, in a democratic society, the city's most vital function: It is the principal place where diversity and opportunity flourish.

A diversity of peoples, with all their interests and ideas, and a broad range of opportunities to exercise these interests, is the very strength of a great city such as Chicago. In the Comprehensive Policies Plan, Chicago firmly resolves to preserve and strengthen this tradition. Moreover, this statement makes it plain that city policies will be directed toward giving diversity and opportunity more elbow room and a healthier environment in which to grow. This is not simply a plan proposing a more esthetic arrangement of physical elements. This is also a plan which recommends physical development in a social context, and which perceives a far broader environment than

physical plans are accustomed to acknowledging.

The plan recognizes that Chicago's basic physical structure has already been established by its transportation system, its major residential areas, and its dominant patterns of land use. Changes and improvements in the city are necessary if it is to meet new technological requirements and achieve its development objectives. However, the city as it exists today is essentially workable.

Some cities face severe land use problems requiring major physical changes. For example, the lakefront in some cities is occupied by industry and marshlands. In others, the street system does not provide a clear system of continuous major streets for through movement. If Chicago faced such difficulties as these, it would be necessary for the plan to call for radical revisions in the city's structure. However, because Chicago's dominant physical form is basically sound, the main need is to make existing conditions better.

The plan also recognizes that all improvements cannot be made at one time. Large parts of the city cannot stand vacant during rehabilitation as when a single building is remodeled. The city must continue to function as changes are made in stages, and in one place at a time. The proposed policies would allow such step-by-step improvement.

Physical Planning and Social Goals

This statement of policies deals with the elements of physical planning that reflect social and economic goals. Land use planning with urban renewal programming can help create new job opportunities as well as improve the physical environment; physical facilities such as transportation lines, schools, and parks help citizens to define and identify with their communities; medical and educational institutions can be expanded and their usefulness extended throughout the city for the benefit of all the people; parks and recreation spaces can be brought into congested communities, to give more meaning to leisure.

Objectives of the Plan

The fundamental, over-riding objective of Chicago's Comprehensive Policies Plan is simply this: To improve the quality of living for every resident. This means:

1. To IMPROVE THE RESIDENTIAL ENVIRONMENT by eliminating substandard housing, increasing the variety of housing choice, expanding recreation space, improving schools and other community facilities, relocating industrial plants scattered in residential areas, and reducing traffic volumes on residential streets.

2. To STRENGTHEN AND DIVERSIFY THE ECONOMY by renewing and expanding industrial areas, improving transportation facilities, strengthening the Central Business District, renewing outlying business areas, supporting the expansion needs of institutions for research, higher education, and medical care, and improving facilities for education.

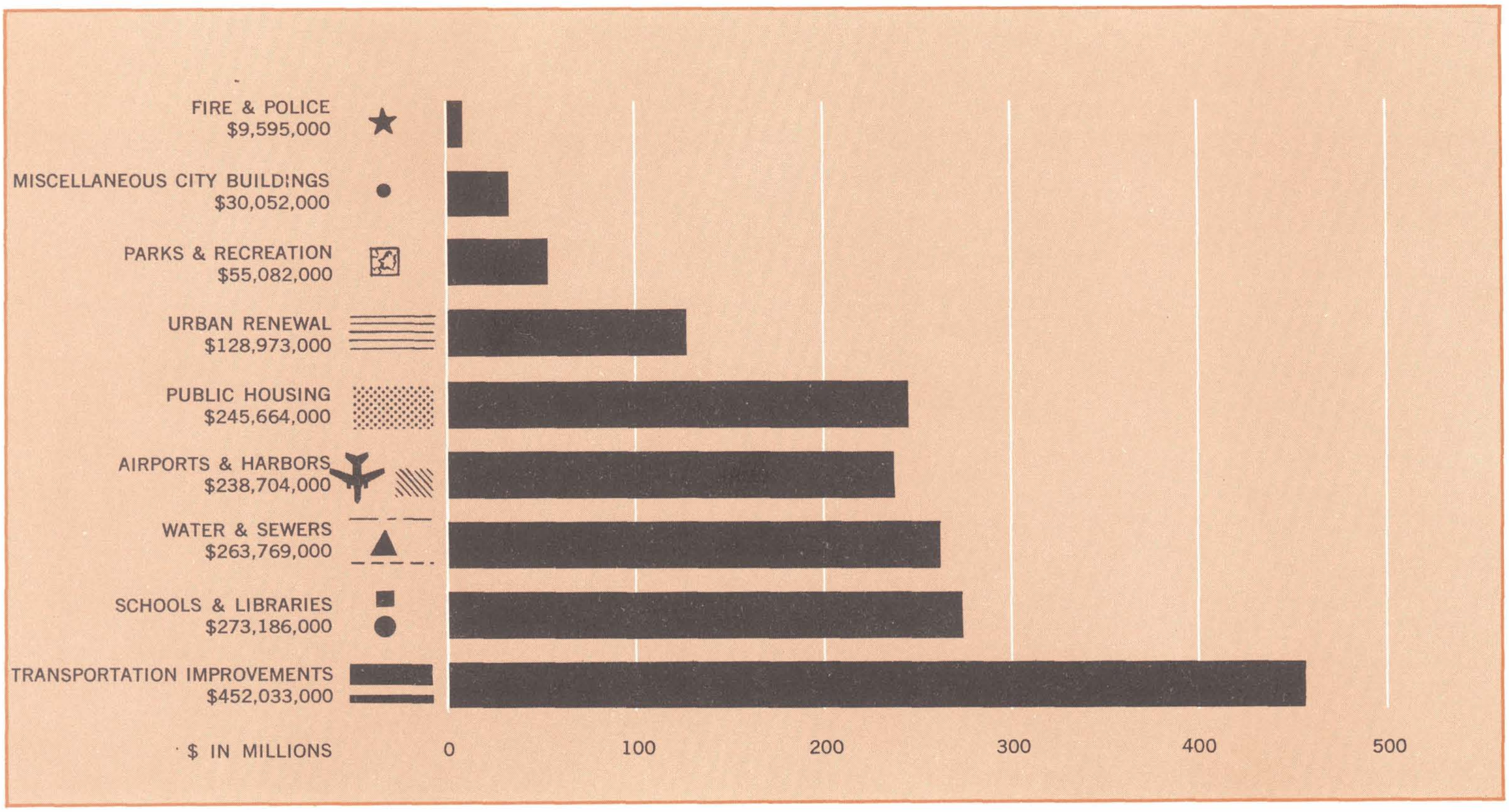
3. To ENLARGE HUMAN OPPORTUNITIES by improving public education facilities, supporting educational and medical institutions, increasing employment opportunities, improving public services, supporting freedom of housing choice throughout the city, and increasing the variety of housing choice within communities.

These objectives are integrally related to each other. The achievement of any one will help to achieve the others. An improved residential environment will make the city more attractive for new economic development and at the same time give families a broader choice of sound housing in healthy surroundings. Similarly, a stronger economy will build up the city's tax base, permitting higher standards of public service and physical improvement. And, of course, a stronger economy means more job opportunities.

Finally, in the preparation of these policies, it was taken into account that Chicago accommodates functions serving the metropolitan area and the nation. Water ports, airports, major institutions, and other activities which serve vast areas are located in Chicago because it is the best place for them. Chicago will continue to provide space and service for these functions which serve local, regional, and national interests.

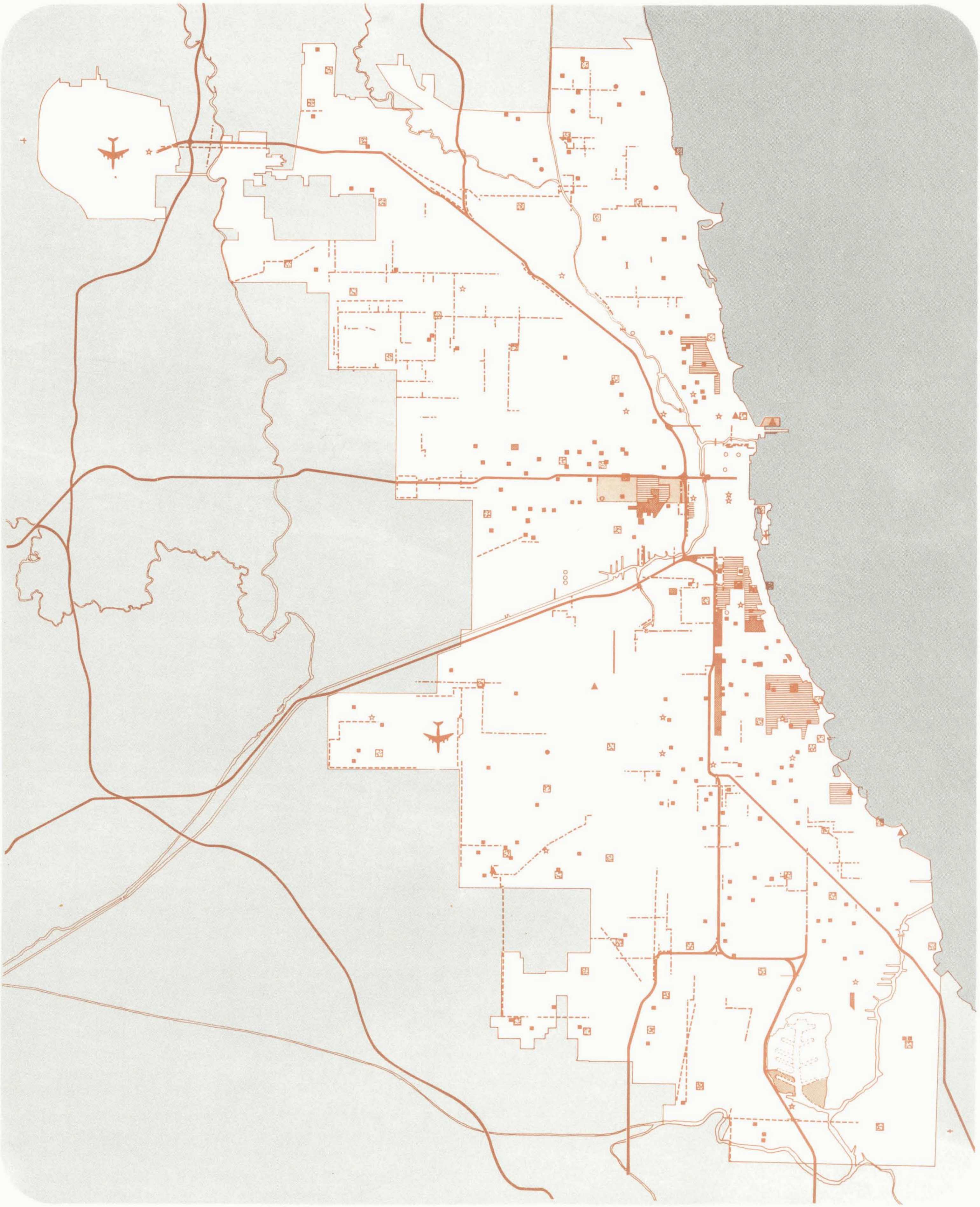
Transportation improvements, followed by school and library construction and water and sewer facilities, have received the largest amount of public expenditures during the past decade.

MAJOR PUBLIC IMPROVEMENT COSTS



PUBLIC IMPROVEMENTS IN CHICAGO

Chicago is now carrying out a massive improvement program. In recent years completed projects in public transportation, streets and expressways, urban renewal, recreation, schools, and water purification have benefited the entire city, as well as the communities directly served.



II

ALTERNATIVE POLICIES FOR CHICAGO'S DEVELOPMENT

In determining the soundest set of policies for guiding the development of Chicago's future growth, many choices have to be made. Land and financial resources are limited, and it is not possible to achieve unlimited growth in people and jobs and at the same time greatly improve the environment without any displacement of families and businesses, or with a low level of public spending.

Because the city is a series of interlocking systems, each choice made in one area limits possibilities in others. For instance, if the city should decide to zone much more land for industrial growth, this will reduce the amount of land available for housing and thereby limit the population that could be accommodated at reasonable densities. Or if the city's main objective is drastic reduction of public spending, then this curtails the improvement that can be made in community facilities and housing. This in turn could so lower standards of residential quality that it would be likely to encourage movement of families to the suburbs.

Judging from the accomplishments of the past decade and the achievements of earlier years, it is evident that the people of Chicago want their city to be continually improved and kept strong to meet the challenges of rising standards and technological change. Chicago's major needs today are improvements which will stimulate economic development and improve the environment.

Most of these improvements must be made within the framework of an already highly developed city—there are only about 14 square miles of vacant land in the whole city. Thus each recommended policy presages a variety of shifts in activity and development, and therefore each such policy has had to be carefully weighed before it becomes part of the Comprehensive Policies Plan.

This critical process of selecting a proper policy involves the assessing not of single alternatives but rather of sets of alternatives. Each set would result in a different sort of urban system, and each entails key differences in character for the city.

The Recommended Policy would mean more jobs and a somewhat higher population, which would be representative of all income and social groups of the whole metropolitan area, living in a much improved environment. It would mean, consequently, higher levels of capital expenditure and somewhat higher levels of displacement and relocation than in the past 15 years.

The Minimum Change Policy would minimize capital improvements spending, displacement, and relocation. The number of jobs and people in the city would be about the same as in 1960. The city's environment would only be moderately improved, and substantially fewer middle and upper-income families would live in the city.

The Radical Change Policy would greatly improve the environment and the number of jobs. There would be a balanced population of all income and social groups, but the total size of the city's population would be reduced, because the amount of land available for residences would decline. Very high levels of capital improvement spending and of displacement and relocation would result.

In Table 1 population and employment are contrasted for each set of policies, and compared to the situation as it was in 1960.

TABLE 1—POPULATION AND EMPLOYMENT

	1960	Recommended	Minimum Change	Radical Change
Population	3,550,000	4,000,000	3,550,000	3,250,000
Employment	1,830,000	1,975,000	1,850,000	2,250,000

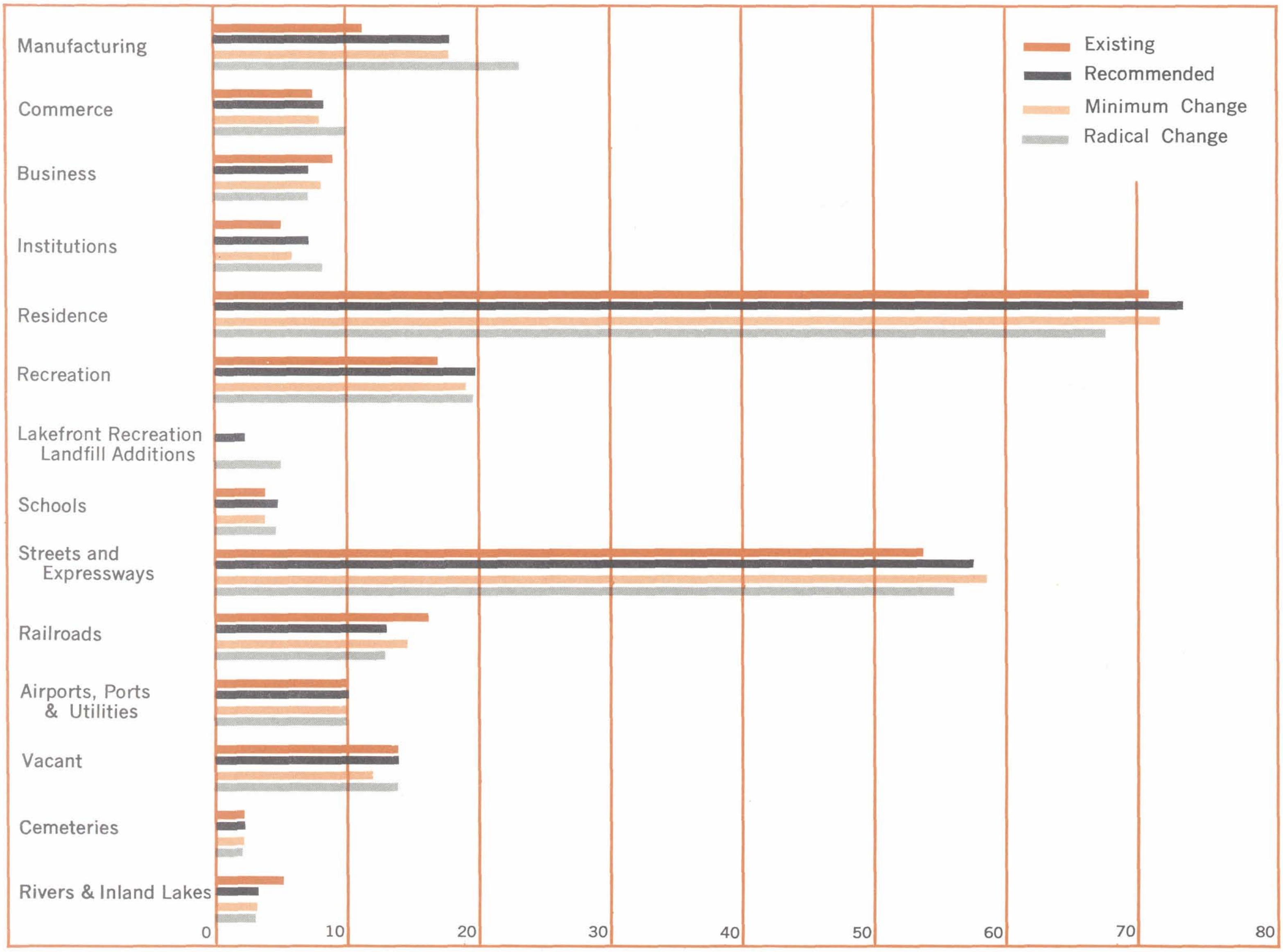
Both the Recommended Policy and the Radical Change Policy achieve a balanced, diversified population, but each by different means. The Recommended Policy would encourage middle-income families with children to stay in the city—and, indeed, attract others back into the city—by considerable upgrading of the residential environment. More land would be set aside for residential uses, and a higher population capacity would be planned for. The Radical Change Policy proposes a residential environment with lavish provision of recreation space, cultural and community facilities, and clearance of all blighted and deteriorated areas. Many of the city's low-income families would have to leave the city if this policy were followed. Under the Minimum Change Policy, there would be only moderate environmental improvement — many middle and upper-income families could be expected to leave the city.

All three policies would mean some increase in jobs. How many jobs a city has depends in large measure on the amount of land set aside for economic activity, and on the planned population capacity and quality of environment.

The amount of land devoted to various uses affects environmental quality as well as the number of jobs and people. Table 2 indicates how each of the policies would apportion land by various uses:

TABLE 2—LAND USE (IN SQUARE MILES)

Land Use	Existing	Recommended		Minimum Change		Radical Change	
	Total	Total	Change	Total	Change	Total	Change
Manufacturing	11	18	+7	18	+7	23	+12
Commerce	8	9	+1	8		11	+3
Business	9	7	—2	9		7	—2
Institutions	5	7	+2	6	+1	8	+3
Residence	71	74	+3	72	+1	68	—3
Recreation	17	20	+3	19	+2	20	+3
Lakefront Recreation Landfill Additions	—	2	+2	—		5	+5
Schools	4	5	+1	4		5	+1
Streets and Expressways	54	58	+4	58	+4	56	+2
Railroads	16	13	—3	15	—1	13	—3
Airports, Ports & Utilities	10	10		10		10	
Vacant	14	—	—14	2	—12	—	—14
Cemeteries	2	2		2		2	
Rivers & Inland Lakes	5	3	—2	3	—2	3	—2
TOTAL	226	228		226		231	



Land for Manufacturing and Commerce

The Recommended Policy adds eight square miles of industrial land, by developing vacant land already zoned for industry and by redevelopment of other suitable land along expressway-railroad corridors. At the same time, factories scattered throughout residential areas eventually would be relocated into industrial districts, and some obsolete industrial areas would be redeveloped for housing.

The Minimum Change Policy adds seven square miles, by using vacant land already zoned for industry. This policy, too, would provide space to enable relocation of scattered plants into industrial districts.

The Radical Change Policy adds 15 square miles for industry. It would not only use vacant land now zoned for industry and relocate scattered plants but also redevelop large quantities of blighted residential land for industrial use.

Business Land

Recent changes in retailing technology and shopping habits indicate that the people of Chicago could be well served by less land for business if various establishments were effectively clustered.

The Recommended Policy would reduce total business land by about two square miles; business now located in deteriorating strip development would be grouped in shopping districts and special business districts.

The Minimum Change Policy would make no major changes in the pattern or amount of business land.

The Radical Change Policy would differ from the Recommended Policy in that more completely new business centers would be built, with less emphasis on rehabilitation of existing centers.

Institutions

Included in the category of institutions are hospitals and institutions of higher learning serving the entire city or metropolitan area as well as small facilities, such as churches and private schools, which usually serve residential communities. Expansion of hospitals and colleges in the city would add employment as well as increasing service to residents, while an increased population would result in a moderate increase in the amount of land needed for small institutions.

All three policies permit some increase in institutional land. The Recommended Policy would add two square miles of land, the Minimum Change Policy would add one mile, and the Radical Change Policy would add three square miles.

Residential Land

The Recommended Policy would increase the city's residential land by three square miles. Vacant land now zoned for housing would be developed, as well as some excess railroad land, some of the obsolete industrial districts, and some unneeded business land.

The Minimum Change Policy would add one square mile for housing, largely by using vacant residential land and some railroad land near the Central Business District. Under this policy, fewer residential vacant lots in established communities would be developed with new housing because lower levels of spending for an improved residential environment would not provide sufficient incentive for new development.

The Radical Change Policy would reduce land for housing by three square miles, because more land would be needed for industry and institutions, as well as for environmental improvements.

Land for Recreation Areas and Schools

All three policies would increase space for recreation. The Recommended Policy would add three square miles of recreation space within the city, and expansion through lakefront fill would add an additional two square miles. The Radical Change Policy would add three square miles within the existing city and expand the lakefront parks by five square miles of landfill.

The Recommended Policy looks forward to higher school standards and would add more land for schools because of the planned increase in population. Despite a decreased population the Radical Change Policy would increase school land because of a lavish improvement in the residential environment.

Land for Streets and Expressways

Some increase in land for streets would occur under each policy, largely because each proposes development of vacant land requiring new streets for access. In the Recommended Policy, some new expressways would be built and the major street system widened in many locations. At the same time, some land presently used for streets and alleys would be regained for other uses, as it would be possible to reduce the land consumed by streets in renewal areas and private planned developments.

The Minimum Change Policy would extend service to some vacant areas but would not widen major streets. Additional expressways would not be built, but little street land would be regained for other uses.

The Radical Change Policy, despite expansion of the expressway and major street system, would require less land for streets because vast areas of the city would be redeveloped, with many local streets turned to other uses.

Other Land Uses

All three policies on land for railroads are predicated on consolidation of terminals and re-use of railroad yards near the Central Business District. Both the Recommended and Radical Change Policies propose the redevelopment of some railroad yards in other parts of the city for residential or industrial purposes.

The amount of land used for airports, ports, and utilities would not under any of the three policies change significantly from the present 10 square miles used. In recent years Chicago has made major additions to these facilities. Further improvements may eventually be necessary, but these are not likely to require large amounts of additional land.

All three policies contemplate effective use of vacant land, but the Minimum Change Policy, as a result of low levels of community improvement, would not stimulate development of vacant lots for housing.

No expansion of cemetery land is proposed under any of the policies.

The amount of water area within the city would be reduced by the filling in of some portions of the Lake Calumet area.

Table 3 indicates how the three different policies would affect residential density and recreation acreage per thousand persons. Although one alternative to the Recommended Policy would yield a higher standard of recreation space and both result in lower residential densities, they do so at the expense of other values. The Minimum Change Policy has lower standards of housing quality and community facilities, as well as a less representative population. The Radical Change Policy requires enormous displacement and relocation.

There would also be a large increase in suburb-to-city commuters if the Radical Change Policy were followed. The city would have a strong economic base at the expense of the suburbs. Ultimately, this situation would be harmful to the city as well as the suburbs.

TABLE 3—RESIDENTIAL DENSITY AND RECREATION ACRES PER 1000 PERSONS

	Existing	Recommended	Minimum Change	Radical Change
Population per Residential Square Mile	50,000	54,054	49,306	47,818
Recreation Acres Per 1000 Persons	3.06	3.52	3.42	4.92

Table 4 compares the volume of displacement and relocation resulting from the three policies with the current rate.
The resultant physical and social disruption, together with extreme financial cost, is the essential weakness of the Radical Change Policy. About 300,000 people would have to be relocated outside the city, and many of these would be low-income families who could not afford to buy or rent new housing. The Recommended Policy also requires some increase in the pace of renewal and the elimination of dilapidated dwellings, but the increase is within the capacity of the city.

TABLE 4—AVERAGE ANNUAL RELOCATIONS (OVER A 20-YEAR PERIOD)

	Current Rate	Recommended	Minimum Change	Radical Change
Families	3,500	4,000	1,750	11,000
Single Persons	1,750	3,500	750	4,000
Business & Institutional Establishments	400	1,000	500	1,000
Industrial Establishments	10	50	20	50

Conclusion

The Recommended Policy offers the best *combination* of physical improvements, economic development, and population balance for Chicago. If Chicago were to follow the Minimum Change Policy, there is a real danger that in the very long run—thirty to forty years—Chicago would have massive problems of blight and obsolescence. Not enough improvement would have been made in the short run to maintain and improve the city. If, on the other hand, the city were to follow the Radical Change Policy, there is every likelihood that the program would break down as the social and economic problems became more and more difficult to solve.

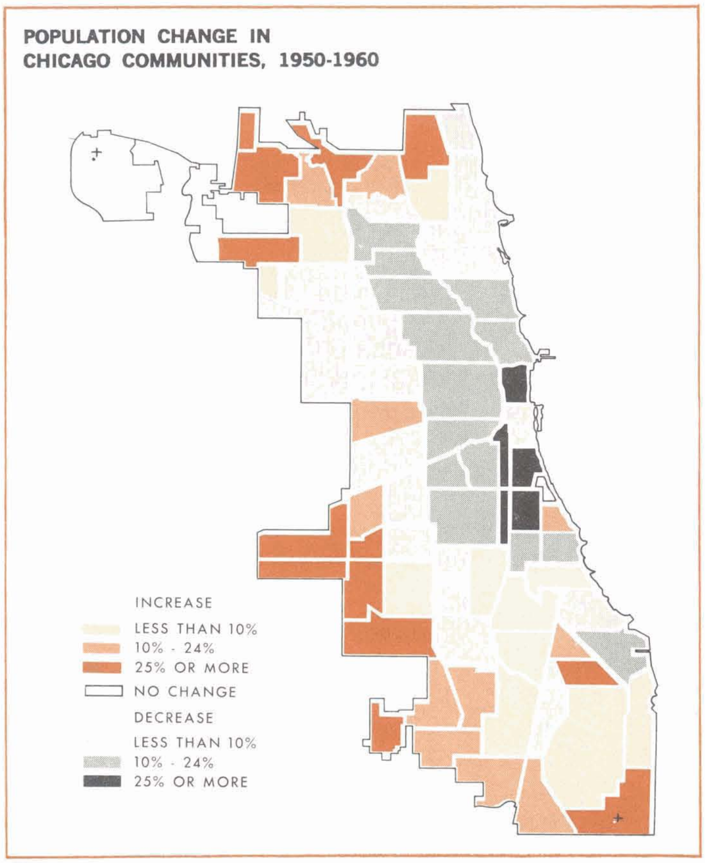
The Recommended Policy can be changed if basic assumptions and projections concerning economic and social conditions should change in unforeseen ways. This is an essential advantage of the Recommended Policy. It is feasible in terms of current needs and programs, yet it does not preclude the achievement of higher standards.

III THE CITY'S PEOPLE

Population trends are directly related to the entire range of subjects dealt with in the Comprehensive Policies Plan. For housing: Chicago will need a larger supply of units and a greater variety of residential types over the next 20 years, to accommodate a growing and diversified population. There will be a special need for housing for young, moderate-income families with children.

For community facilities: Increases in the under-20 and over-65 age groups will heighten the demand for schools and local parks. For industry and business: The growing number of young workers points to the need for programs to increase job skills and to encourage economic growth by attracting new industry.

Like the suburbs, newer, outlying communities in Chicago generally increased in population between 1950 and 1960, while most older, inner communities decreased.



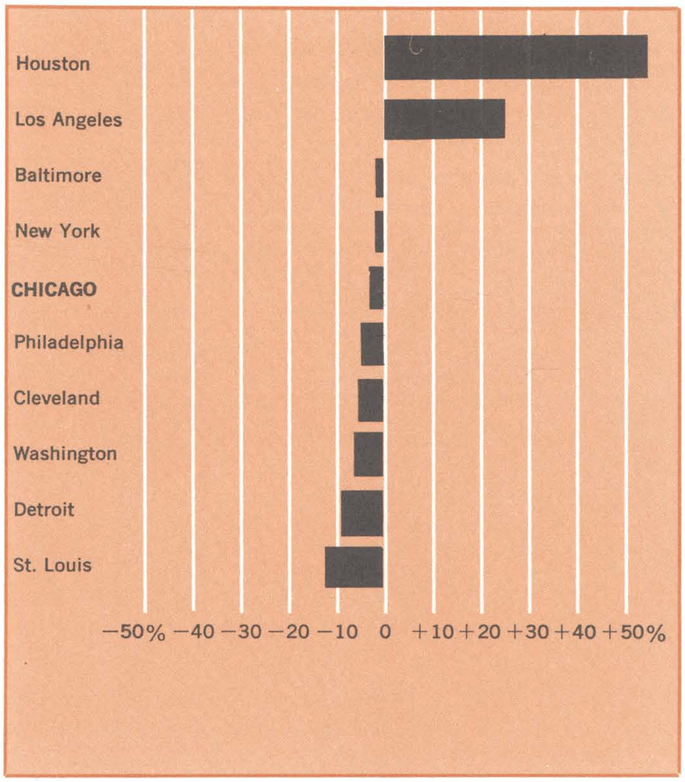
POPULATION CHANGE IN CHICAGO COMMUNITIES, 1950-1960

The people who live in the city today influence its physical form and economic characteristics. The proposals of the Comprehensive Policies Plan affect the physical elements of the city—residential communities, recreation and schools, shopping districts, industrial areas, and transportation lines. These elements are critically important in determining future population size and composition, as well as economic growth. The recommended policy of planning for a growing, diversified population in Chicago is essential to attaining the goal of enlarged opportunities, social as well as economic, for Chicago's people. Continuing improvement in the residential environment—and in job opportunities—can help to achieve this goal.

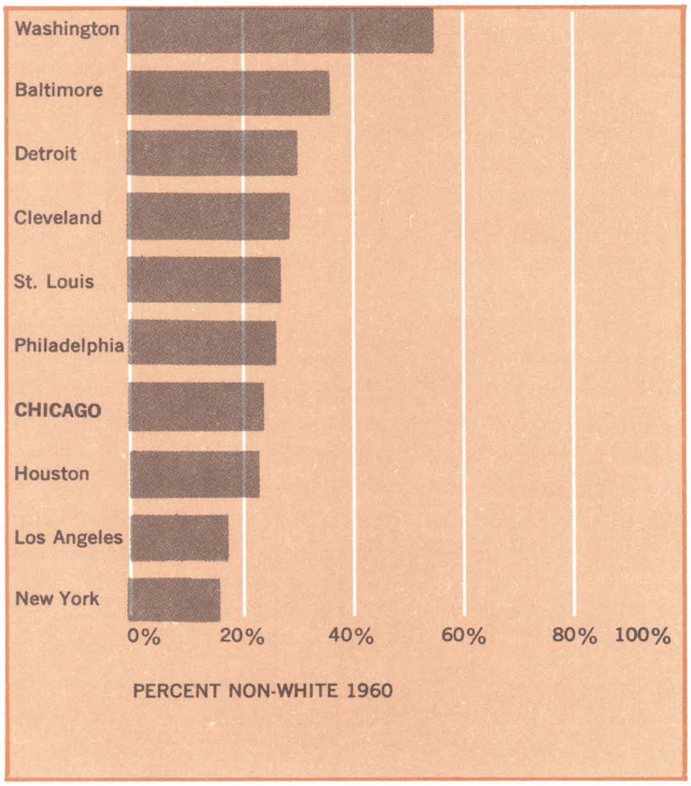
Between 1950 and 1960, the city's population declined by 70,000 persons, or about 2 per cent, to 3,550,404. This was consistent with trends in most large American cities during the decade and was, in fact, less of a decrease than most experienced. In Chicago, like suburban areas, many communities grew in population, but their growth was not enough to overcome losses in older parts of the city. Several older suburbs also lost population. Out-migration was not the only cause of the city's population loss.

Eight of the 10 largest U. S. cities lost population between 1950 and 1960. Houston and Los Angeles were able to grow within their city limits because of large amounts of vacant land available for development.

POPULATION CHANGE IN THE TEN LARGEST UNITED STATES CITIES 1950-1960

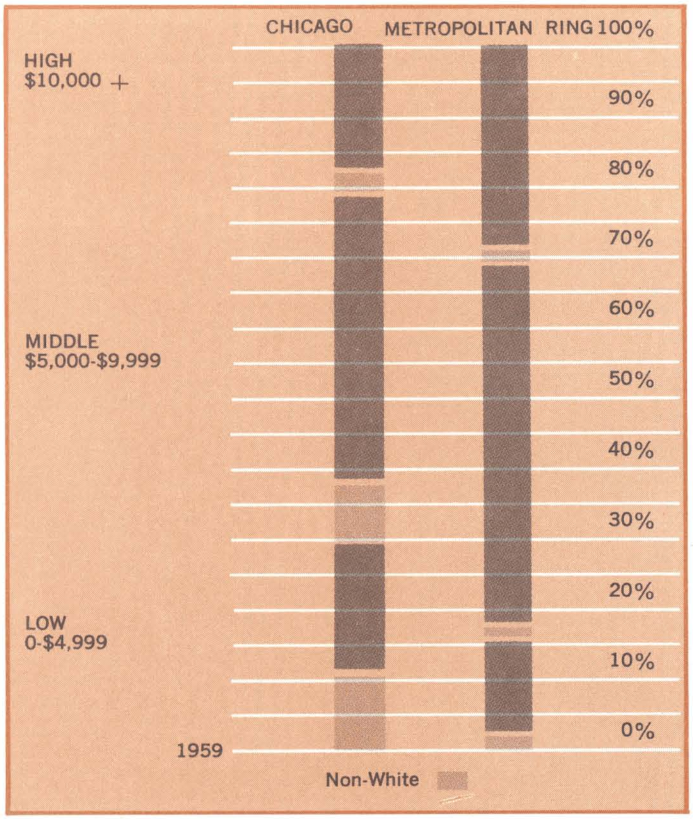


PERCENT NON-WHITE POPULATION IN THE TEN LARGEST UNITED STATES CITIES, 1960



In percentage of non-white population, Chicago ranked seventh among the nation's 10 largest cities in 1960. Chicago's non-white total was 838,000.

ANNUAL FAMILY INCOME CHICAGO AND METROPOLITAN RING, 1959



Chicago and the suburbs had about the same proportion of middle-income families at the last census.

An additional reason was the decrease in average household size. The number of households actually increased during the 10-year period.

The population of the six-county metropolitan area grew by more than one million persons, to 6.2 million, a better than 20 per cent increase during the 10 years. Even more important than the raw numbers of the city-suburban population difference is the fact that the suburbs attracted an increasing share of middle and upper-income families. Here is how the composition of the city's population changed from 1950 to 1960:

Age—The city has more young people and more of the elderly now than it had. The number of children under five grew by 16 per cent, and the number of children from five to 19 years of age grew by 22 per cent. At the same time, there was a 26 per cent gain in the number of those 65 and over. The group between 20 and 64 decreased, however, partly because of the low birth rates of the 1930's.

Race—The city's non-white population grew by 328,000 (or 64 per cent), and by 1960 non-whites comprised about 24 per cent of the city's total population. This was a lower rate of increase than in previous decades and relatively smaller than the 82 per cent rise (or 37,000 persons) experienced in the metropolitan area outside the city.

Labor Force—In Chicago, as in most large cities, there are more jobs than persons in the resident labor force, because so many workers live outside the city. Chicago still houses a majority of the area's workers, however. In 1960 about 1,590,000 of the metropolitan area's 2,650,000-person labor force lived in the city.

Households—There were 1,157,000 households in Chicago in 1960. The average size of household decreased to just over three persons because many single people and elderly couples maintained homes separate from their relatives.

These shifts in population have resulted in some striking contrasts—and some striking similarities—between city and suburbs. For instance, despite the movement out of the city of many middle-income families, Chicago in 1960 had about the same percentage (about 50 per cent) of middle-income families as did the suburban ring. But great differences show up in the lower and higher brackets: About 30 per cent of all Chicago's families had incomes of less than $5,000 annually in 1959, while only 16 per cent of suburban families were in this bracket. At the same time, only 21 per cent of city families had incomes over $10,000 but, in the suburbs, 32 per cent of all families had incomes that high.

Similarly, Chicago had about the same percentage (34 per cent) of its population aged 20 to 44 as did the suburban ring. But the city had relatively fewer residents under 20 (about 33 per cent vs. 40 per cent) than the suburbs and many more over 45 years old (33 per cent vs. 26 per cent).

Thus, while Chicago is today primarily a city for middle-income family life, there is a growing tendency toward imbalance in the spread of people throughout the six-county metropolitan area.

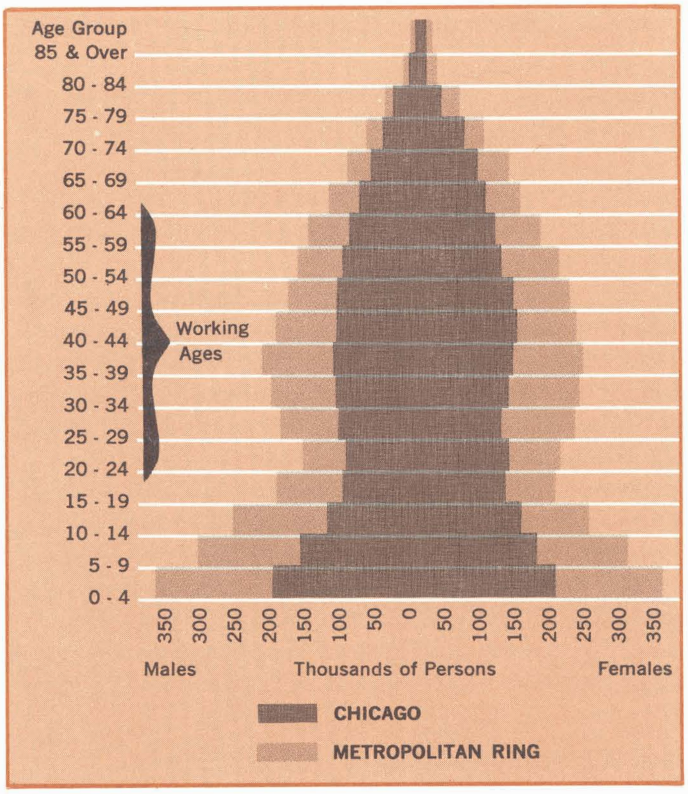
Projections to 1980

If present trends were to continue, these dislocations would become more severe, and Chicago might become a very different sort of city, without the diversity and choice of opportunities which historically have made the city great.

Projecting the present population trends for the six-county metropolitan region, by 1980 the picture might look something like this:

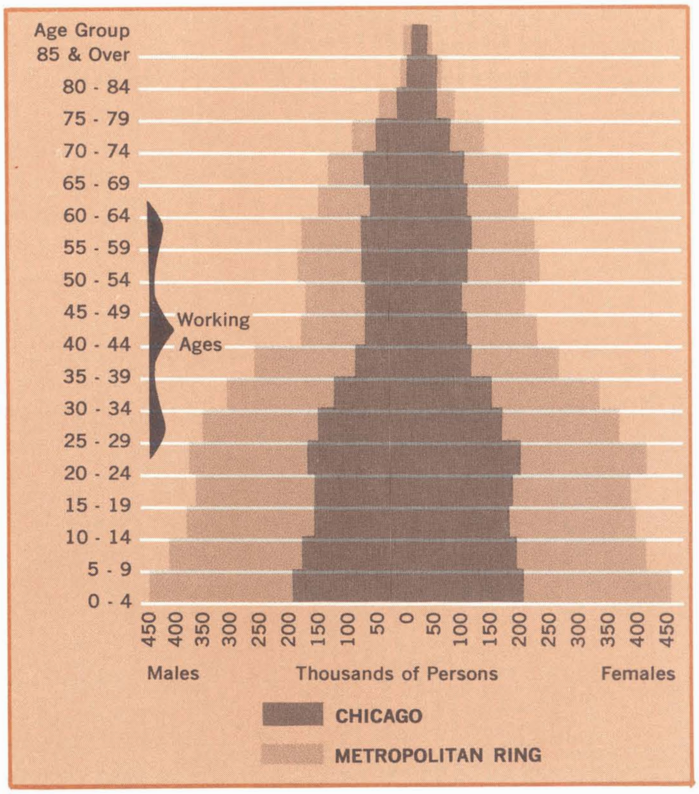
- Total population for the region would rise nearly 40 per cent over the 1960 total, to 8,600,000.
- This gain would be fairly evenly distributed among the region's

POPULATION BY AGE GROUPS, 1960
CHICAGO AREA, CITY AND SUBURBS



This "population pyramid" shows the 1960 population by age and sex groups in the city and metropolitan area. The shape of the pyramid reflects the low birth rates of the 1930's and the high rates of the mid-1940's.

POPULATION BY AGE GROUPS, 1980 (PROJECTED)
CHICAGO AREA, CITY AND SUBURBS



The size of the area's labor force, including the groups that were under 20 in 1960, is expected to increase greatly by 1980. The number of school-age children would also grow significantly.

age groups. The under-20 group would grow by 45 per cent (to 3,250,000), the 20 to 64-year old group by 35 per cent (to 4,600,000), and the over-65 age group by 40 per cent (to 750,000).

- The regional labor force would grow by over one million persons, to 3,650,000.
- The non-white population throughout the region would grow to over 1,850,000 persons, more than double its present size. Most of this growth would be due to natural increase, rather than to in-migration.
- The number of households in the region would grow by 30 per cent to 2,475,000. Reversing the trend of recent years, average household size would increase because of the large number of families with young children.

For Chicago, in the absence of any policies for planned growth, a continuation of current trends might result in a city that looked like this in 1980:

- Total population would rise slightly, to 3,750,000.
- The bulk of this growth would come in the under-20 years of age group, which would rise 40 per cent, while the numbers of the elderly (over-65) would rise about 15 per cent. The 20-to-64 year old group would decline about 2 per cent by 1980, because of out-migration and the continuing effects of the low birth rates of the 1930's.
- The city's labor force would drop to slightly less than the 1,590,000 total in 1960, because of the decline in the 20-to-64 group.
- The city's non-white population would not grow so fast as that of the whole region, but would nevertheless total 1,540,000 by 1980.
- The number of households in the city would decline slightly, although average household size, in keeping with the trend in the region, would increase.

The critical element in this picture is that the City of Chicago must maintain the needed strength of its younger, middle-income families. Without them, it would be increasingly difficult to maintain the sort of harmonious balance, that diversity of interests and people which characterize Chicago now and which are the very essence of a great city.

Population projections should not be considered a picture of an inevitable future. They are forecasts based partly on the size and characteristics of the present population and partly on assumptions about the future behavior of people in the absence of a development policy. The city's policies affecting the amount of housing in the city and the quality of the residential environment can influence the future size and characteristics of Chicago's population.

Policies for the Accommodation of Population

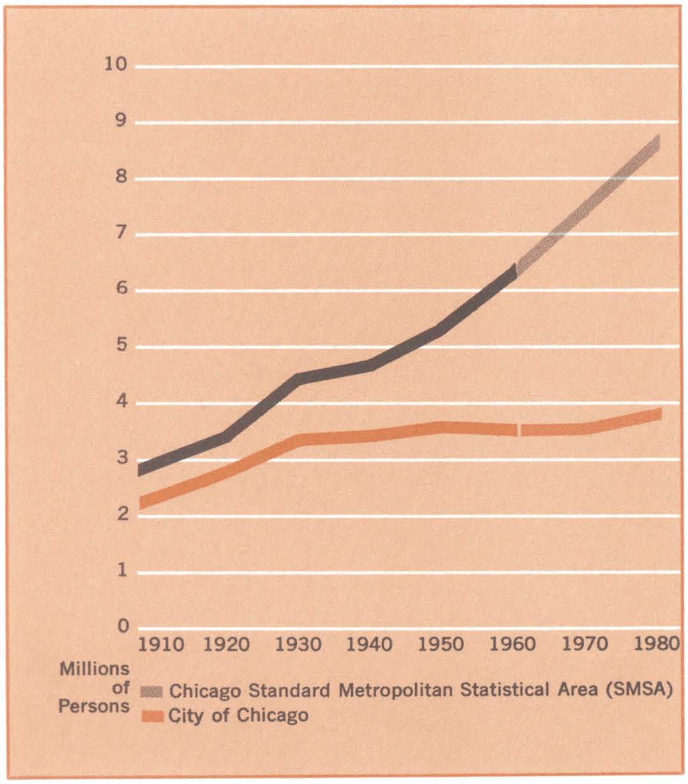
It is the policy of the city to plan for a diverse, harmonious population. The city will seek to bring about substantial changes in current trends and conditions, to reduce future losses of white families while accommodating the growth of the non-white population under the fair housing policy adopted by the City Council.

The city will plan for a population of four million. This is a feasible capacity for Chicago within its present city limits and would allow the accommodation of many families currently projected to leave Chicago.

The growing non-white population in the Chicago area will mean that many dwellings now occupied by white families and many additional dwellings built in areas which are now predominantly white will be occupied by non-white families in the future. If current trends were to continue, non-white families would be accommodated through massive transition, mainly in areas adjacent to non-white neighborhoods.

The city will seek to change these trends and to achieve har-

POPULATION OF THE CHICAGO METROPOLITAN AREA AND THE CITY OF CHICAGO, 1910 TO 1980



Projections indicate that the population of the six-county Chicago Metropolitan area would increase by 40 per cent between 1960 and 1980, to 8,600,000.

monious, stabilized neighborhoods attractive to families of all races and creeds. This has been increasingly accomplished in urban renewal areas, through cooperation between the city and citizens.

The city, in proposing these policies, is determined that Chicago shall continue to be a city for *all* peoples. To achieve this goal, the city must insure a wide range of housing, in different kinds of neighborhoods and at different densities. It must insure that there is the broadest possible choice of housing cost and type to meet the needs of families of differing incomes and needs.

In order to achieve the objectives of a growing and diversified population, the city must take several actions, aimed not only at improving the physical environment, but also pointed toward strengthening the city's social fabric. These actions include:

1. Providing sufficient new housing to accommodate a moderate increase in the total number of families, in environments which offer the advantages of being part of an important and exciting city. This would be accomplished by zoning sufficient land for residential development, and by redeveloping land now occupied by non-conforming or obsolete industrial uses or used for deteriorated strip business activities.
2. Increasing the variety of housing types available, as well as increasing the housing supply, to make city residence more attractive to all population groups. In many areas public renewal programs would emphasize housing for families with children. Zoning policies would encourage more diversity of housing types in many communities.
3. Upgrading housing quality through continued rehabilitation of the existing supply, clearance of substandard and badly blighted units, and construction of new housing throughout the city.
4. Using redevelopment and conservation programs to achieve better racial balance in those neighborhoods threatened by massive transition. This would include local improvement programs to encourage families to remain in the neighborhood and to attract new families. The continuation of non-discrimination policies in conservation and redevelopment areas will help in achieving this critical objective, as will city and state policies aimed at insuring freedom of housing choice.
5. Continuing the programs of providing for the housing of low-income families and the elderly.
6. Encouraging a high degree of community action and enthusiasm in the job of bettering the environment. The provision of local advisory services for the planning of needed community facilities and for rehabilitation of housing is necessary to meet this goal. Experience has shown that the highest degree of cooperation between the city and civic, religious, and business leaders is essential if better communities are to be created and maintained.
7. Strengthening the city's economic base, and enlarging opportunities for all the city's workers, by generating new industrial and business development.

These policies comprise a line of action directed at planned future growth. They represent an explicit decision by the City of Chicago to move forward with determination.

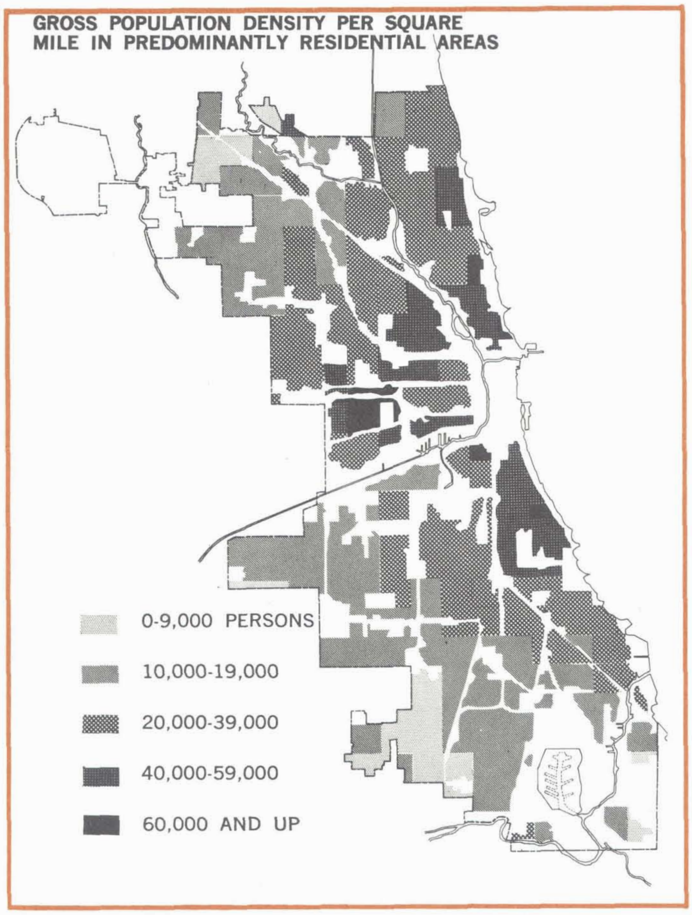
The three sections which follow—Residential Communities, Recreation, and Community Facilities—are all concerned with the first objective of the Comprehensive Plan—to improve the residential environment. They aim not toward copying the advantages often attributed to suburban life but toward a better quality of urban life. The proposals of the three sections are interrelated and directed toward producing residential neighborhoods in which people can have a pleasant home life and also have the opportunity to participate in civic and cultural activities with their neighbors.

IV RESIDENTIAL COMMUNITIES

Policies for improving residential communities are necessarily related to recommendations for population, public and private facilities, and transportation, as well as housing.

Population projections indicate a larger average household size and a growing number of older persons in the city. This means that there will be a special need for two kinds of housing: single-family homes in townhouses and detached units, and smaller units in apartment houses. Providing more of these types of housing in more communities would increase the variety of residential choice available to Chicagoans.

An attractive community must have adequate schools, parks, social centers, churches, and business centers, as well as good housing. The transportation system, in addition to providing an essential service for residents, changes the patterns of neighborhoods, thereby influencing the distribution of community facilities. Streets, expressways, and rail lines also establish generally recognized boundaries of neighborhoods and communities.


Residential density in Chicago generally follows the pattern of high-density housing near the center of the city and the lakefront, low-density in outlying areas, and medium-density in between.

GROSS POPULATION DENSITY PER SQUARE MILE IN PREDOMINANTLY RESIDENTIAL AREAS
0-9,000 PERSONS
10,000-19,000
20,000-39,000
40,000-59,000
60,000 AND UP

Chicago's strength depends greatly upon the strength of its residential communities, where its citizens not only make their homes, but also participate in many social, recreational, and, civic activities.

The sense of community—the idea of living in a place where one's own efforts and ideas are important—is too easily lost in the dynamic, fast-moving environment of a cosmopolitan city like Chicago. A key objective of the Comprehensive Policies Plan is to strengthen this sense by encouraging residents to identify with their communities and to participate in local activities.

The plan is therefore vitally concerned with the total living environment, as well as with the quality of the city's housing units themselves. An attractive community must not only contain sound, adequate housing. It must also be well served by shopping areas, schools, recreation areas, churches, and centers of community social life. These facilities must offer a wide range of opportunities for families and single persons of all ages.

A great city like Chicago should offer all its people the broadest choice of communities. There will necessarily be many different kinds of communities, but the plan seeks to assure a uniformly high standard of services and facilities for the entire city. The policies for residential areas are directed toward the molding of a city which is a cohesive system of many diverse communities.

Residential Land

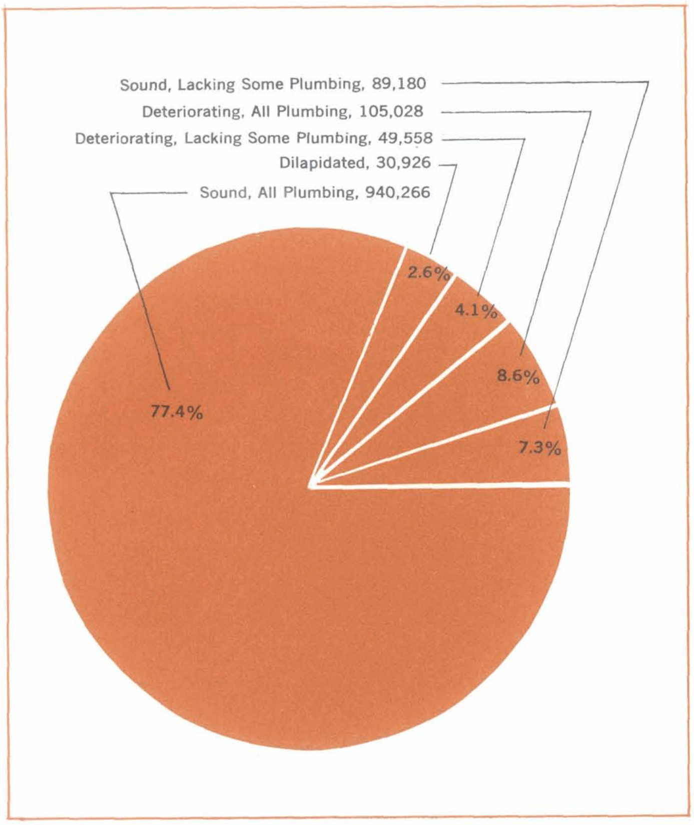
Housing occupies more of Chicago's land than any other use. Nearly 70 per cent of the city—over 155 square miles—is given over to housing and related uses such as local streets, parks, churches, shopping and other services.

There are today only about three and a half square miles of vacant land zoned for residential use in Chicago. Some of this land is still in large tracts, but much of it is in small vacant lots throughout the city. Since the end of World War II, there has been a great deal of new housing built on scattered vacant lots, much of it in older communities, indicating a continuing interest in living in these areas.

The small amount of vacant land limits the size of the population which can be accommodated at reasonable densities. Some increase in residential land will be necessary to attain the plan's objective of population diversity. Population growth in itself is not necessarily desirable. But an increase in the total will be necessary to assure a population that includes individuals and families, of all ages and income levels. Planning policies which influence the type of housing available in the city can help achieve a desirable population composition.

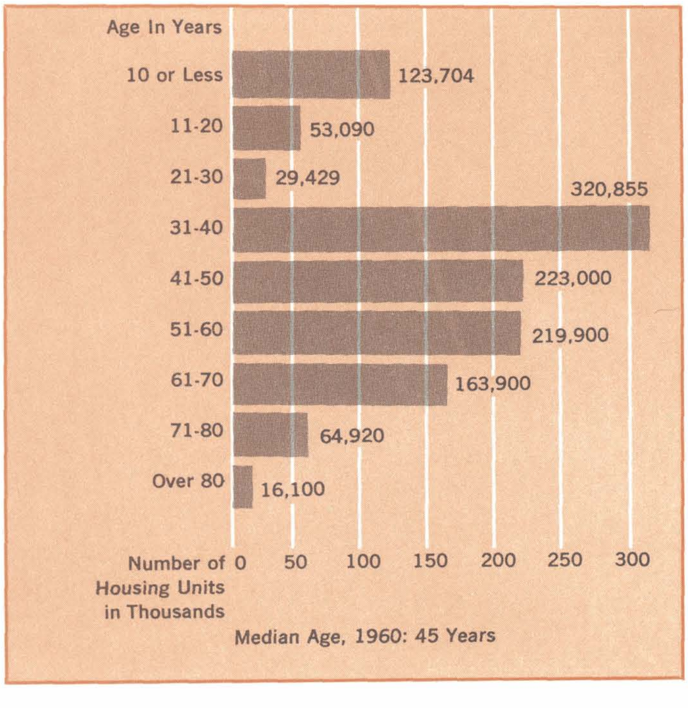
More than three-fourths of Chicago's housing units were rated as sound in the 1960 Census. Most of the deficient units could be brought up to standard.

STRUCTURAL CONDITION OF CHICAGO HOUSING UNITS, 1960



In 1960, 77 per cent of the city's housing units were more than 30 years old.

AGE OF CHICAGO HOUSING UNITS, AS OF 1960



Types of Housing and Residential Densities

As of the 1960 Census, Chicago had over 500,000 residential structures, from single-family homes and two or three-family walkups to huge apartment buildings. All told, these structures contained over 1,215,000 housing units. While 475,000 of these units were in apartment buildings of five or more dwellings, there were 450,000 other units in two to four-family walk-ups and 290,000 single-family homes. The latter, which made up about 24 per cent of the total housing supply, included not only detached houses, but also "townhouses" with party walls shared by adjacent units.

Projections indicate that families with growing children will be an increasing proportion of the metropolitan area population, and it is these families which most often want to live in a home with private yard space. Consequently, a greater number of single-family houses would help maintain a balanced population in the city.

The average density per square mile of residential land in Chicago, ranging from less than 10,000 people per square mile to over 60,000, shows the diversity of the city's communities. Each different level of density offers particular advantages, as well as disadvantages.

Generally, high-density areas have less private open space and, consequently, more need for public open space than low-density areas. Lower-density communities offer more opportunities for single-family homes with large yards. On the other hand, an advantage of high-density areas is that public transportation lines, schools, shopping centers, and other services can be located close to home, because there is a large population in a fairly small area to support them.

The diversity of the city's communities offers a wide range of choice to Chicago residents. The density of housing is closely related to the type of dwelling. The city's housing stock is composed of single-family detached homes at densities of 8 to 12 units per acre, single-family townhouses of 15 to 30 units per acre, two and three-story flats of 20 to 50 units per acre, walk-up apartments of 45 to 100 units per acre, and high-rise apartment buildings ranging from 40 to more than 250 units per acre.

These figures show that there is an overlap of density among many different housing types. Consumer preference and financial capability, which differ in various communities, determine the desirability of high-rise apartments versus walk-ups, or townhouses versus three-story flats.

Housing Age and Quality

In 1960 about 10 per cent of Chicago's housing was less than 10 years old. More than 77 per cent was over 30 years old. About 16 per cent of the city's total housing supply—200,000 units—was built before 1900.

Some of Chicago's older housing was built to standards of quality, in terms of light, air, and yard space, which many families today consider inadequate. Obsolescence is not the only factor in the housing quality equation. Equally important is the fact that Chicagoans have, over the years, been raising their standards of quality.

Housing quality in Chicago has, in fact, been improving. From 1950 to 1960 the number of dilapidated housing units was cut by more than 50 per cent. And the number of "standard" units—those with all necessary plumbing and in sound condition—increased by 11 per cent during the same period. Combining dilapidated units with those sound units which either lacked some plumbing facilities or other units which were found to be "deteriorating," the Census found that about 23 per cent of all Chicago's housing is in some measure deficient. Most of these dwellings could, however, be improved and brought up to standard through rehabilitation.

The city government cannot improve the quality of housing

Nearly one-fourth of Chicago's housing units is single-family homes.

Two-flat buildings such as these are a typical kind of medium-density housing found in many areas of the city.

Some of the city's older housing is now deficient. The city's renewal program provides for rehabilitation or removal of deficient housing.

the same way it can improve street lighting. But the city can continue to offer inducements in the form of good services and community facilities, which will encourage private owners to maintain and improve their properties. And the city has the power to require *minimum* standards through housing and building codes.

Working Toward Better Communities

Housing condition alone is not the final measure of the quality of a community. The adequacy of community facilities, the variety of housing choice, and freedom from heavy through traffic are all important. Other factors also define residential quality. A pressing problem in some Chicago communities is the intrusion of industry and business into residential areas, and there are areas where residences are surrounded by incompatible non-residential buildings. Untangling these mixed uses can add considerably to the quality of a community.

Many of these problems can be solved through urban renewal action. In areas with dilapidated housing, some clearance and rebuilding can be achieved, and where homes are being stifled by obsolete or incompatible industry and business, public action can restore the residential character of the community. In other cases the improvement of public facilities in conjunction with the rehabilitation of housing can put new life into a fading community.

The city already has many assets which attract residential development. Because of its Central Business District, Chicago offers a better opportunity than any other part of the metropolitan area to live within easy reach of the region's most extensive facilities for doing business, shopping, and participating in cultural and recreational activities. The city's lakefront park system presents an unexcelled attraction for housing. The programs and services offered by Chicago's major medical and educational institutions are also important to residential communities. Even many blighted areas have certain assets, such as a wide range of community facilities or major public open spaces. These assets form a foundation upon which Chicago can build a better city.

Policies for Residential Communities

At the outset, the Comprehensive Policies Statement put as the city's first order of business "To improve the residential environment by eliminating substandard housing, increasing the variety of housing choice, expanding recreation areas, improving schools and other community facilities, relocating industrial plants scattered in residential areas and reducing traffic volumes on residential streets."

Policies directed toward this goal include:

1. Developing a broad diversity of housing types to satisfy the preferences and meet the income levels of many kinds of families. The residential environment must be attractive to families with children as well as to the elderly and to single adults. The city's objective throughout is a population composition representative of all family types, incomes, and social groups which characterize the whole metropolitan area.

2. Improving and maintaining *all* residential communities, not just those which are or may become urban renewal areas. These policies for the improvement of housing and the whole residential environment can stimulate rehabilitation, maintenance, and new construction by private owners and builders.

3. Developing a system of high-density communities along the lakefront and close to the Central Business District, low-density communities in the outlying parts of the city, and medium-density communities between. In most cases, communities in a given density category would not be homogeneous areas consisting of only one kind of housing. Rather, high, medium, and low-density areas would vary in their *proportions* of housing types and the range of choice would be increased in many areas. However, there

DIAGRAM OF EXISTING RESIDENTIAL AREAS: ASSETS AND LIABILITIES

Many of Chicago's residential areas are now in good condition, but face such problems as a shortage of park space. Other areas with a high proportion of deteriorated housing have important assets, such as a wide range of community facilities.

Assets
- ▥ Areas Where Most Housing Units Are in Sound Condition
- ■ Majority of Housing Units Built Since 1939
- ■ Areas Near Large Parks or Forest Preserves
- ▤ Majority of Housing Units Owner-Occupied

Physical Liabilities
- ▥ Concentrations of Deficient Housing Units
- ■ Areas Needing More Local Park Space
- ▤ Areas Needing Additional Public School Facilities

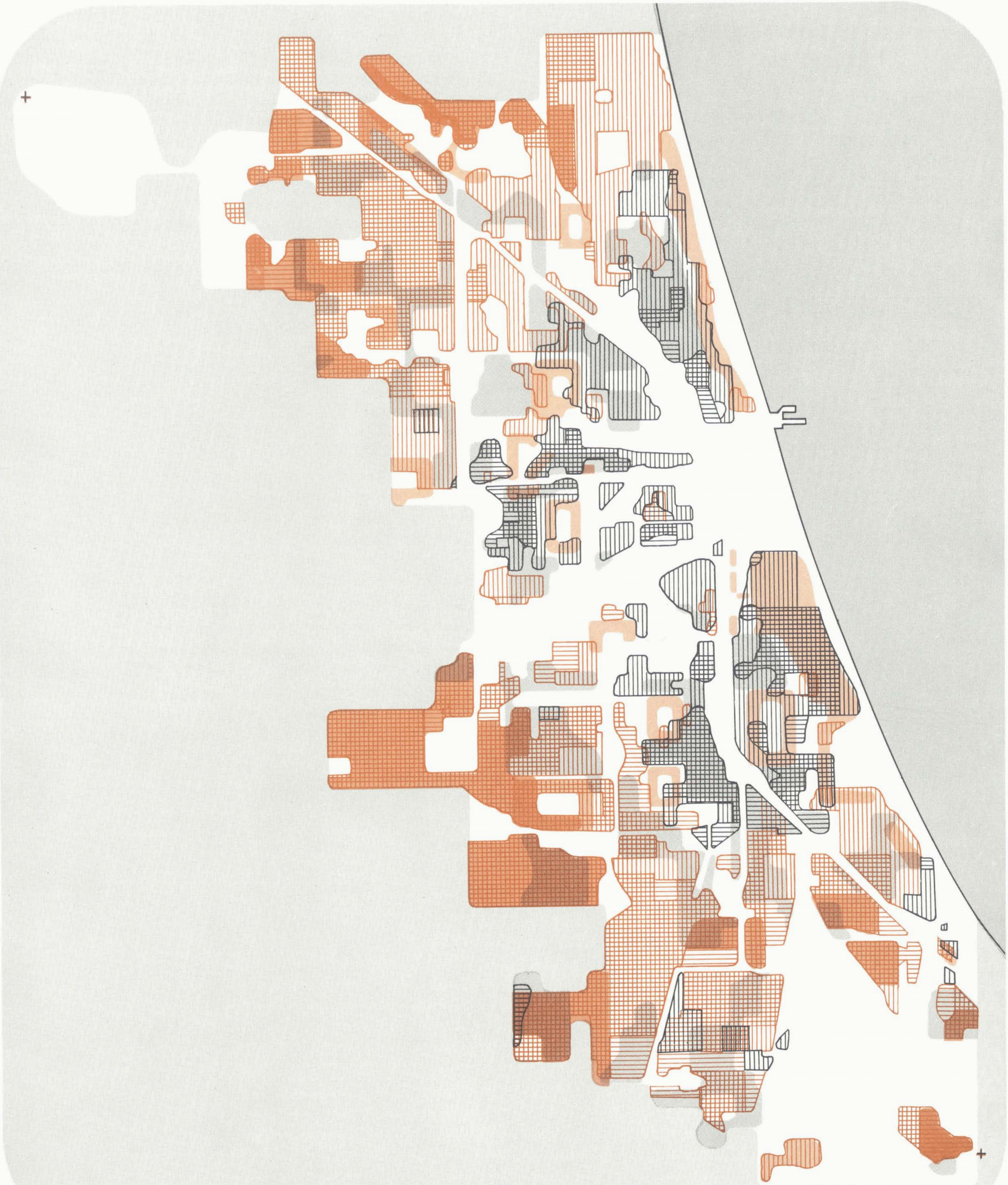
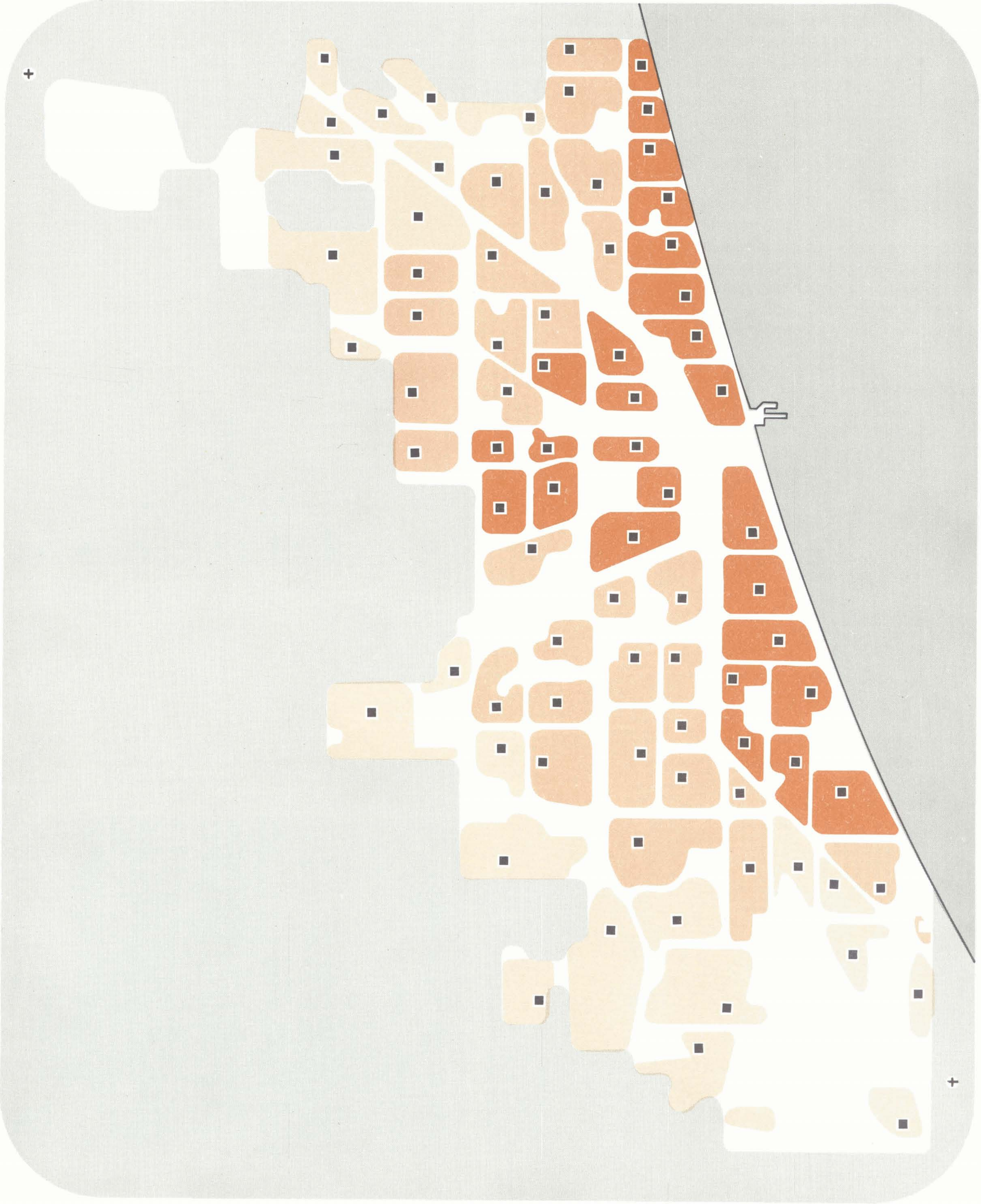
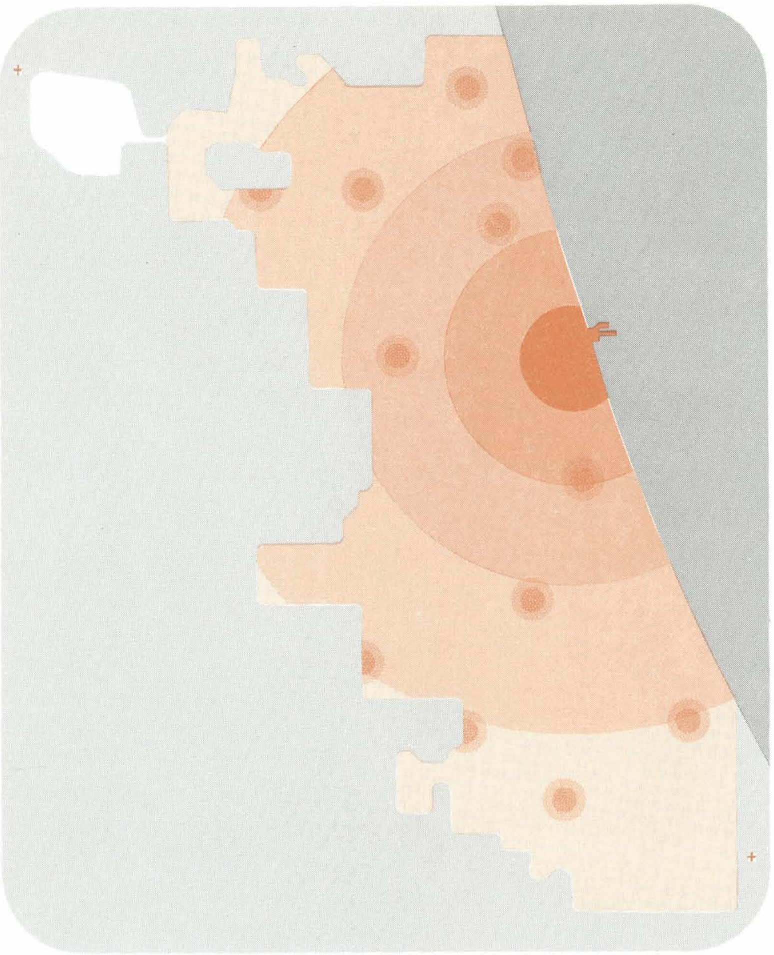


DIAGRAM OF PROPOSED RESIDENTIAL COMMUNITIES

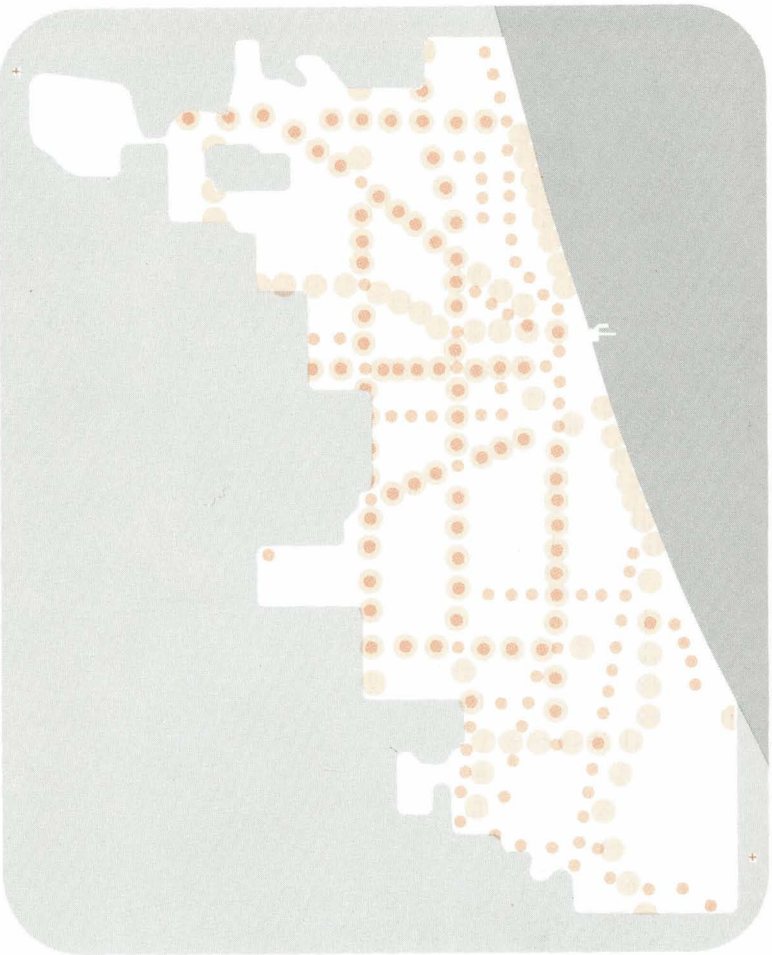
Each community would contain a center for shopping, recreation, and other local activities. Most communities would contain a range of housing types, but the predominant type would vary according to the area's density category.


Residential Density:
High
Medium
Low
■ Community Center

Under the proposals for residential communities, density would decrease with increasing distance from the Central Business District. There would also be smaller clusters of higher-density housing near outlying business centers.



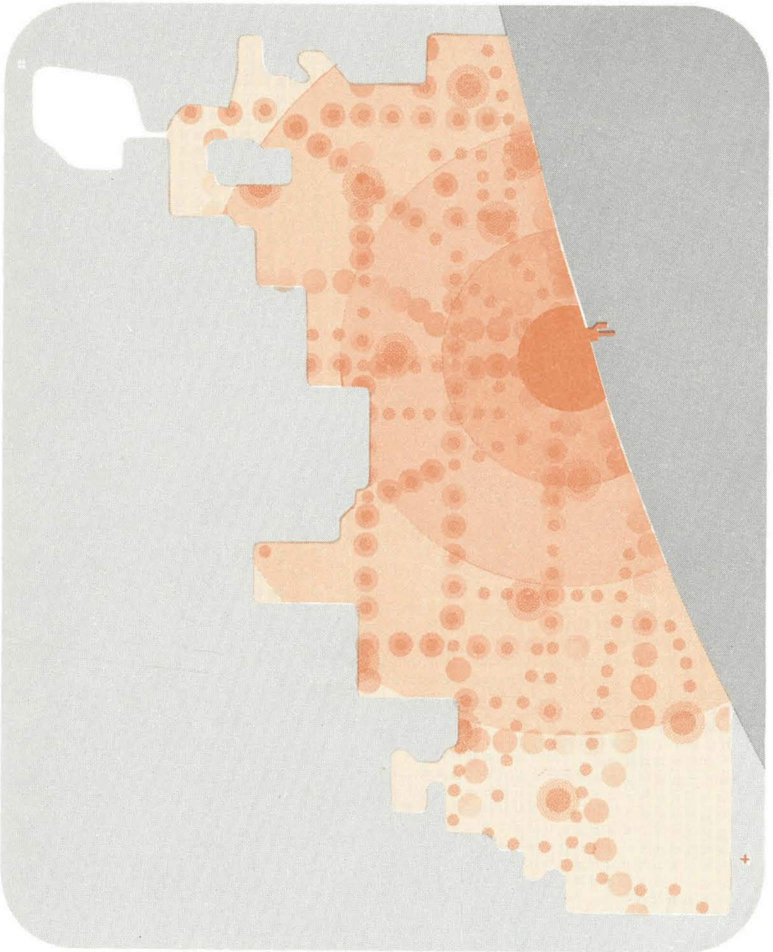
Areas near mass transportation stops, expressways, and Class 1 streets would also be appropriate locations for higher-density housing.



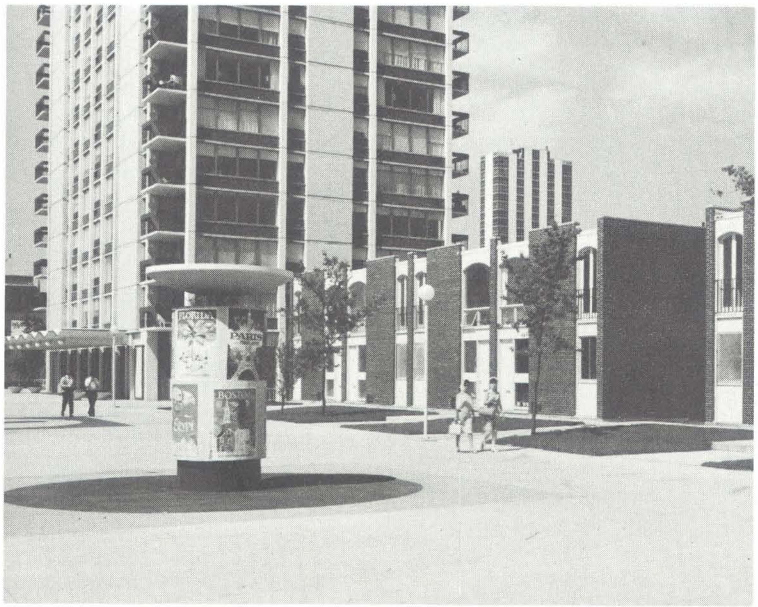
Older housing can be remodeled into attractive, modern homes and apartments, like these in the Lincoln Park community.

A new idea in urban housing: These townhouses in the Hyde Park urban renewal area have a common area in addition to individual yards.

The pattern of residential density would be related to business centers and transportation.



Townhouses combined with high-rise apartment buildings in Carl Sandburg Village: a desirable example of a planned development in an urban renewal area.



would be proportionately more apartment structures in high-density areas than in low-density areas, where there would be more single-family homes.

4. Encouraging the construction of new single-family homes—detached dwellings and townhouses—and new high-rise buildings in more communities, while de-emphasizing further construction of walk-up apartments. High-density development is needed to accommodate population growth, and single-family housing would attract families with children. In communities which are now high-density, new high-rise housing would be built close to transit lines, large parks, and other points of special advantage, and new single-family housing would be built in other sections. Many medium and low-density areas also have locations appropriate for high-rise housing, such as near transit stops and business districts. Because these sites are at a limited number of specified locations, the predominant single-family character of the city's outlying residential communities would be maintained. Some areas would be developed exclusively with single-family homes.

5. Distributing services and facilities according to the system of neighborhoods and communities. The boundaries of these areas would be defined by transportation lines, large parks, industrial areas, and other physical barriers. Communities, generally from one to two miles square, would be made up of neighborhoods, usually quarter-mile sectors defined by the proposed major street system. Neighborhood and community focal points would be established for public and private services and business enterprise, and the location of community facilities would be related to the system of residential areas. For instance, most quarter-square mile neighborhoods would contain one elementary school. Community park-malls would link schools and private institutions in adjacent neighborhoods. And public libraries would serve the community best when tied into shopping districts where many people congregate.

6. Increasing the number of housing units to meet the demands of a growing population. Because of the expected increase in household size, only a relatively small increase in the housing supply would be needed to house a greater population. A four million person population is possible without excessive increases in densities.

7. Increasing the amount of land developed with housing by:

■ Using vacant, residentially zoned tracts of land near the city's fringe for housing.

■ Moving industrial plants now scattered in residential areas to industrial districts, through zoning and improvement programs, and re-using this land for housing.

■ Rezoning for residence excessive amounts of land now zoned for business; in urban renewal areas re-using for housing land no longer needed for local streets.

■ Redeveloping some of the obsolete industrial districts and rail yards near the Central Business District. Where trackage must continue to be used, new housing could be built on air rights. Under the recommended policies, these would be a net addition of approximately three square miles of land used for housing.

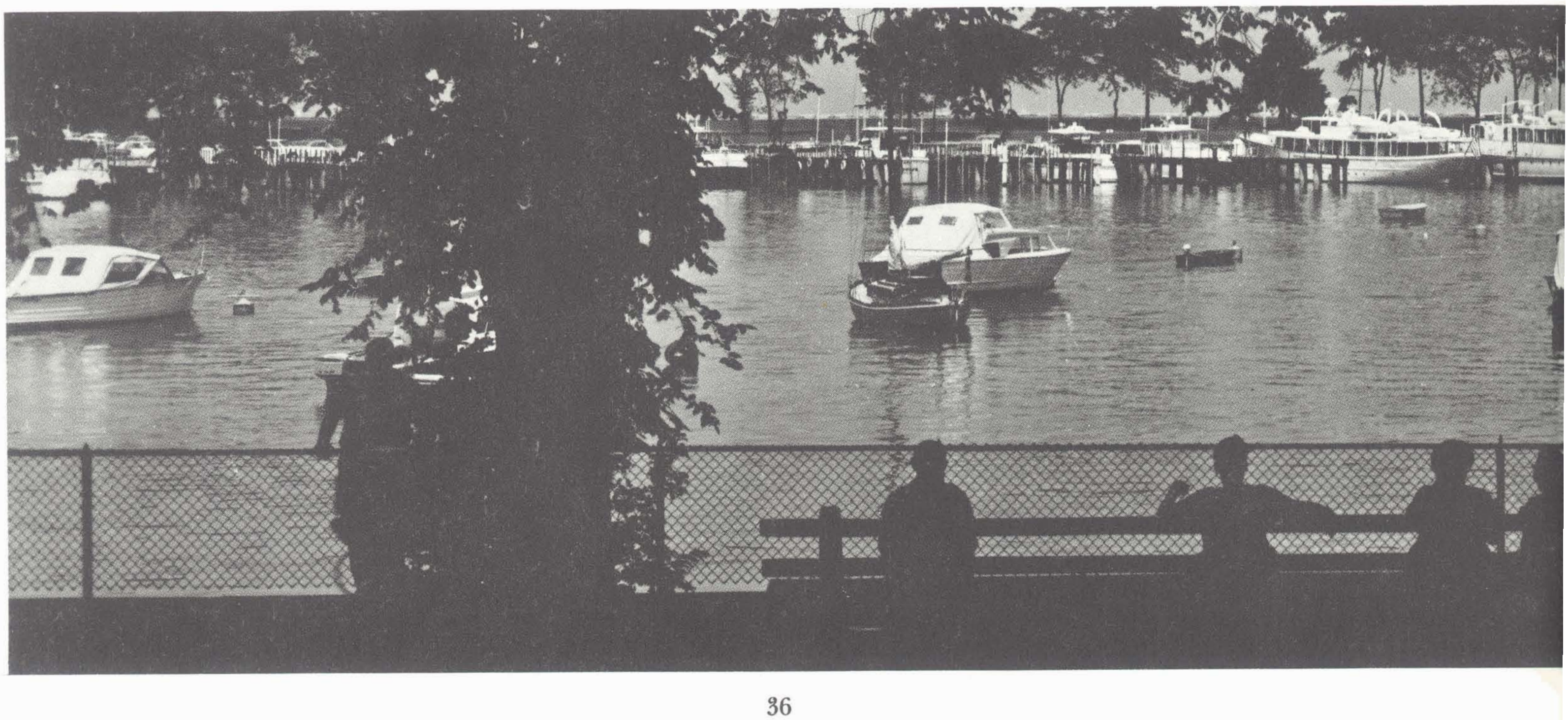
8. Emphasizing new middle-income housing, to attract young families. The city's policy is to continue efforts to develop more housing suitable for families with children, especially in urban renewal areas, in conjunction with improved community facilities. Planned developments will be used to encourage experimentation in developing new kinds of attractive and economic urban housing, such as townhouses grouped in attractive clusters around quadrangles, or arranged in park-like settings. The city will also encourage more "mixed developments," such as those in which townhouses and high-rise apartment buildings are combined in one area.

9. Improving or removing all deficient housing units in the city.

V RECREATION

People are now able to travel greater distances for recreation, and they have more leisure time. There is therefore an increased demand for large parks and forest preserves for day-long use, especially in outlying parts of the region and along the lake. A growing number of children and older people in Chicago communities will intensify the demand for small local parks close to home. Because of generally rising income levels, more people are now able to buy equipment for special activities such as boating, golf, and camping. More space and additional facilities for these activities are needed in the Chicago region.

The physical development and design of parks are also tied to policies for other community facilities. Locating parks and schools together would assure maximum use of recreation facilities, and developing park-malls would link focal points in adjacent neighborhoods—physically and visually.



The seal of the City of Chicago bears the motto "Urbs in Horto"— a city in a garden. The garden is, of course, that carefully planned and protected system of parklands and recreation spaces which the city has enjoyed since 1869, when the state legislature passed an act "to provide for the creation of pleasure driveways and districts."

Chicago's parklands have become a leading symbol of the city. In 1904, the planner and architect Dwight Heald Perkins proposed the extension of park development on the Michigan Lakefront and a belt of peripheral forest parks. Burnham and Bennett, who expanded Perkins' ideas, helped make the dream of a city in a garden begin to come true. The founders of the park movement at the turn of the century gave to Chicago the idea of the community recreation center in the park, providing indoor and outdoor recreation for people of all ages.

Chicago's Recreation System

Since the Burnham Plan of 1909, park acreage has more than tripled to over 11,000 acres. This includes 6,777 acres owned by the Chicago Park District, as well as playgrounds owned by the Board of Education and lands held by the Cook County Forest Preserve District and the Illinois Department of Conservation.

Outside the city but within the metropolitan area there are another 51,000 acres of park and recreation space available, most of it owned by the Forest Preserve District and the State of Illinois.

Since the days of Burnham, the concept of the function of park space has radically changed. Parks were originally conceived as green open spaces designed to beautify the industrial city and relieve its gray monotony. Today, however, parks are intended mainly for active recreation and community activities. A wide range of indoor and outdoor recreation is being enjoyed in Chicago's parks and field houses today, from boating and softball to flower shows and the Grant Park concerts. Chicago's parks are also centers for community artistic and cultural programs. Whether they are the vast lakefront system, the rich growth of the forest preserves, or the smaller neighborhood playgrounds, the city's parks have become an integral element in the enrichment of community life.

Chicago's park system is outstanding for the variety and quality of its programs. But there is not enough park land. Chicago today has about 3.16 acres of park and recreation space for every 1,000 residents. The National Recreation Association has long recommended a standard of 10 acres per 1,000 persons. While none of the nation's largest cities meets that mark, most do better in this

This 1904 proposal for parks was the forerunner of today's lakefront parks and forest preserves in the Chicago area.

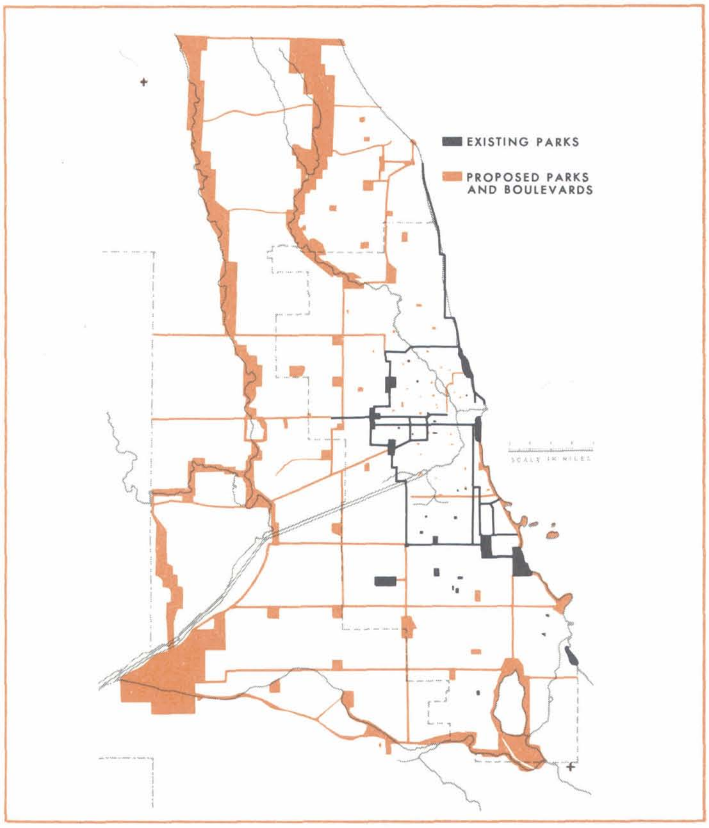
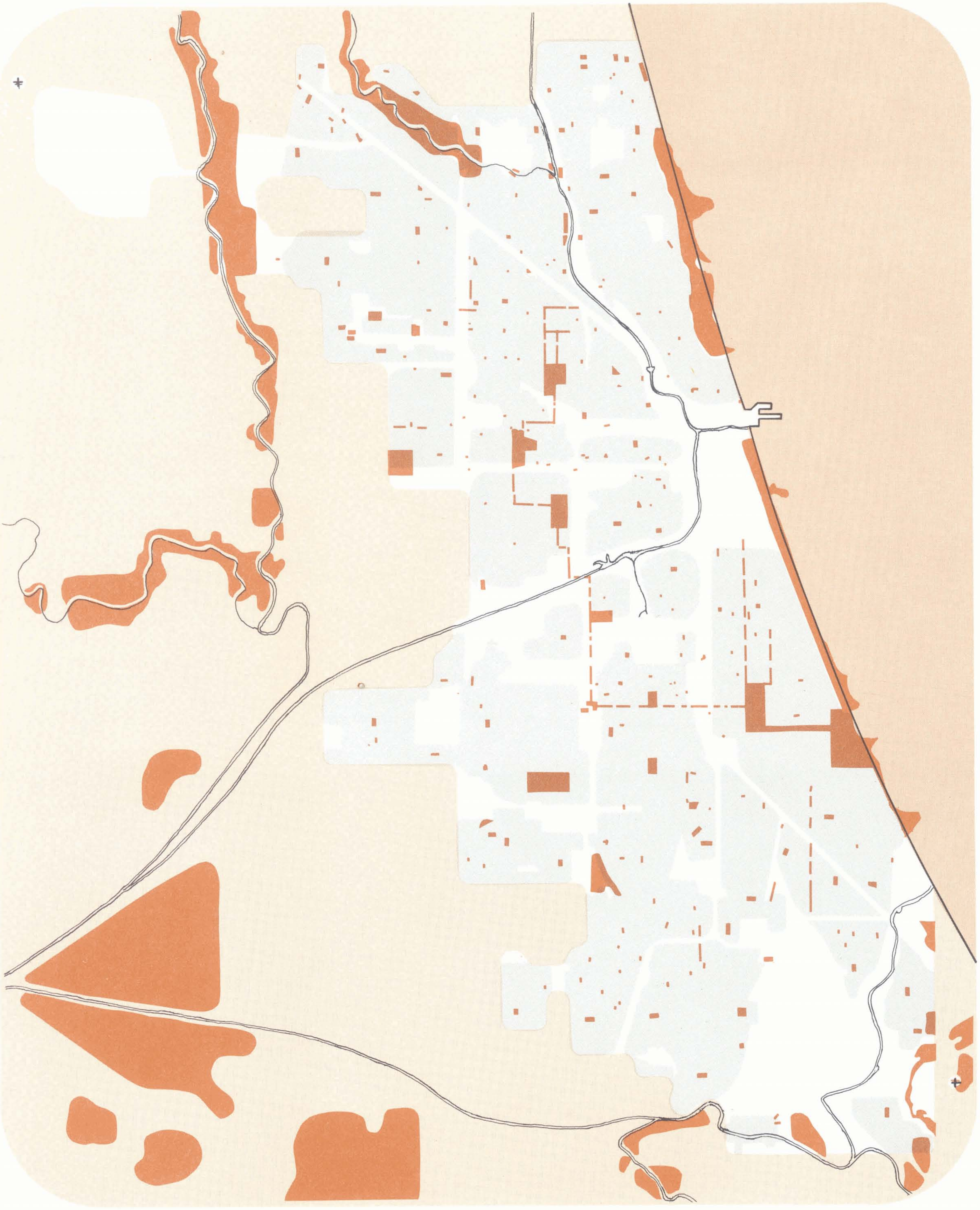


DIAGRAM OF EXISTING RECREATION AREAS

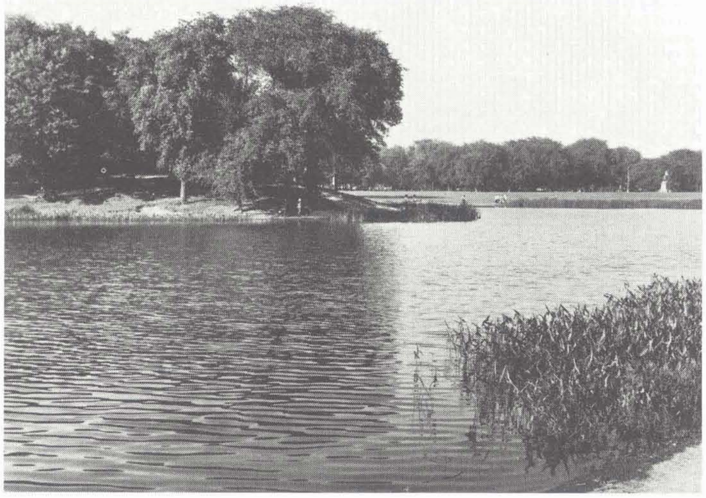
Chicago's lakefront parks and the outer ring of forest preserves are the region's major recreational features. There is a need for more small, local parks in the city.

🟧 Recreation Area

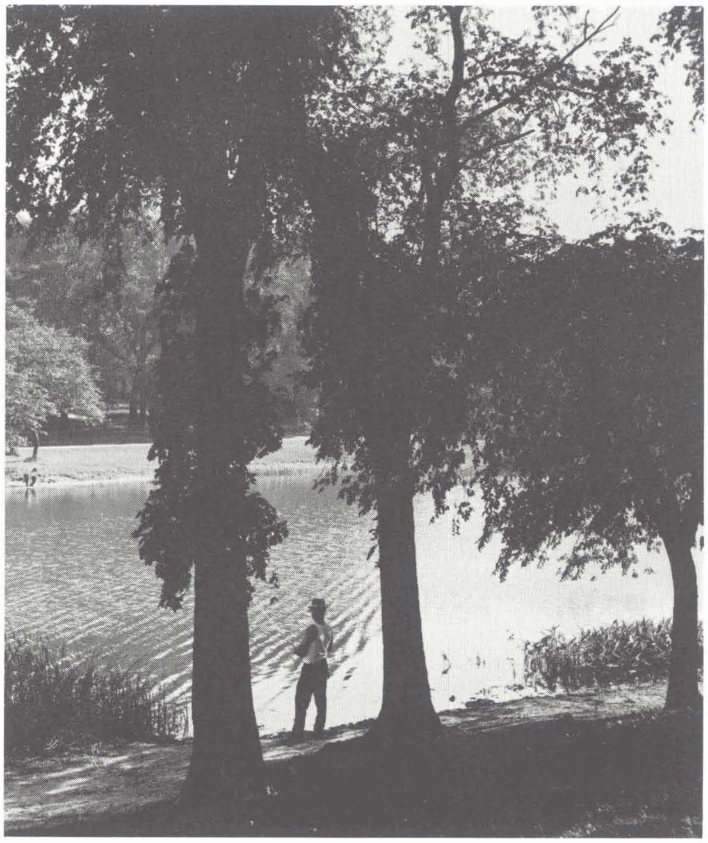
⬜ Residential Area



Chicago's large inland parks are noted for their landscape design.



Many recreation opportunities are offered in the forest preserves, but their main purpose is the preservation of nature.



Lake Michigan is the region's chief recreational resource.

regard than Chicago, counting only recreation space within city limits. Chicago needs more small parks. More than three-quarters of all park land is now in large parks (50 acres or more) and forest preserves.

If Chicago tried to satisfy all its future recreation needs within the city, 40,000 acres—nearly a quarter of the whole city—would be needed. Some recreation space must be provided outside the city. Chicago residents are already served by more than 43,000 acres of Cook County forest preserves outside the city and by nearly 6,000 acres of state parks within the six-county metropolitan area. However, they share the use of these facilities with other residents of the metropolitan area.

Park Needs for a Growing City

Planning for future recreational needs must consider not only population growth, but also the age distribution of the city's people and shifting demands for various types of facilities. An obvious need for Chicago is more recreational acreage and additional facilities located right in neighborhoods and communities, especially to serve the growing number of children, teen-agers, and senior citizens. In many cases this will be accomplished through close coordination with future school and other community facilities programs.

Another need is to restore the recreational usefulness of many of Chicago's large inland parks, such as Humboldt, Washington, and Garfield. These parks were once the centers of leisure activities for Chicago's working people. But with the coming of the automobile and more leisure time on their hands, people began to rove farther afield. As a consequence, many of the inland parks which were designed to serve people from a large area of the city today are used predominantly only by nearby residents. In several parks activities such as boating and horseback riding have been discontinued. The inland parks, nevertheless, still retain much of the landscape design quality created in the Nineteenth Century.

There is also a need for new large recreational areas, primarily outside the city, with activities which will accommodate tomorrow's leisure demands. The recent trend has been a demand not only for more park space, but for more facilities for active participation rather than spectator sports. The forest preserve system currently offers a wide range of active recreational outlets. However, the system's main purpose is to preserve plant and animal life in its natural state. Facilities for sports and recreation are still too limited to serve adequately the needs of a fast-growing regional population. And as extensive development of the forest preserves for more camping grounds, picnic areas, boating and swimming facilities would conflict with the basic idea of natural life within the preserves, other public open areas should be developed.

Finally, there is a substantial need for expansion of the city's lakefront recreational facilities. One of the most notable accomplishments of Chicago's history has been the establishment of the lakefront parks. No other American city has preserved so much of its waterfront for the public's enjoyment. But lakefront facilities need to be expanded to meet the demands placed upon them. More swimming, boating, and other recreational facilities are badly needed. And there is also a need to improve access to the recreation areas on the lake. The Outer Drive often makes it difficult for people to get to parks and beaches.

The over-riding recreational need for the city—and indeed the whole metropolitan area—is for more space for all activities. Given the pressures for the development of land throughout the whole metropolitan region, it is obvious that the acquiring of acreage for recreation uses is of first priority.

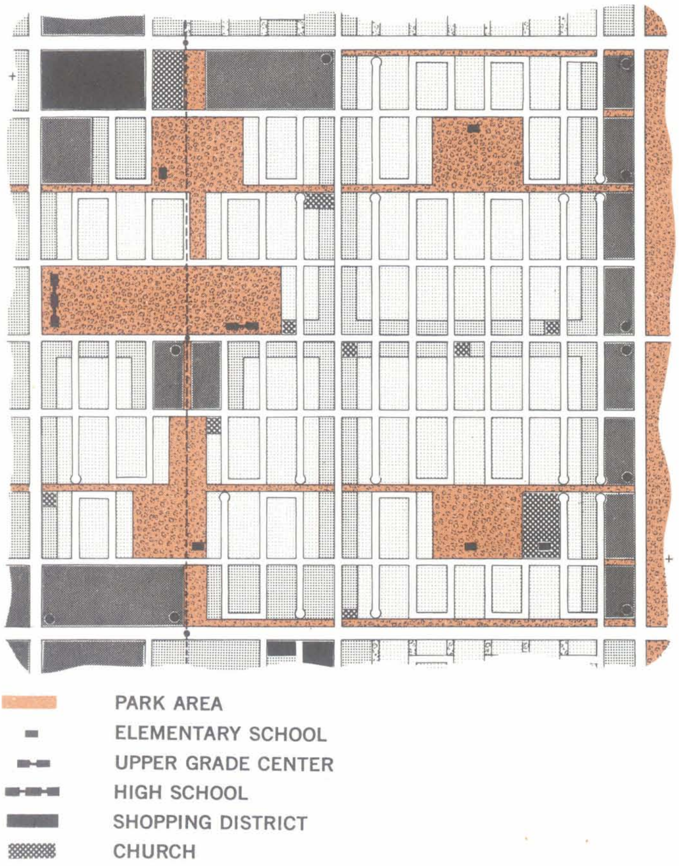
Policies for Recreation Space

The city's fundamental policy is to seek expansion of public recreation space not only in Chicago but throughout the metropolitan area, in cooperation with county, state, and local officials of the region. Large open spaces in outlying areas should be acquired as quickly as possible before land is developed. However, park development in built-up parts of the city will necessarily be more gradual and will generally be done as part of urban renewal improvement or as appropriate sites become available. The lakefront, of course, is perennially available for additions through landfill.

The policies directed toward providing needed recreation space include:

1. Expanding local open space serving neighborhoods and communities. A system of linear park-malls is recommended. These would provide park spaces which would link the various schools, shopping districts, and other community facilities together. Also on the community level, more playground and pedestrian greenways should be created, some of them in conjunction with a coordinated school-park program.
2. Revitalizing the system of large inland parks by the addition of recreation facilities to serve the recreation needs of nearby residents. Field houses, sports fields, and playgrounds should be added to serve this local need. In addition, attractions such as riding, bicycling paths, boating on the lagoons, and children's zoos should be established in these parks in order to encourage greater use of these parks by all the people of the city.
3. Designing ornamental gardens for the city's large parks, the park-malls, and business areas to enhance the appearance of communities. In large parks these would be predominantly plant and floral displays; in small parks and business areas they would have the character of a plaza, with fountains or sculpture.
4. Injecting more active recreation uses into the sections of the forest preserves within the city, while still maintaining their natural character.
5. Acquiring additional park space along the rivers to provide marinas for recreational boating.

Community park-malls are proposed for high and medium-density residential areas. They would link neighborhoods with shopping districts and community facilities.



Children's Zoo in Lincoln Park. More such facilities are proposed for development in Chicago's inland parks.

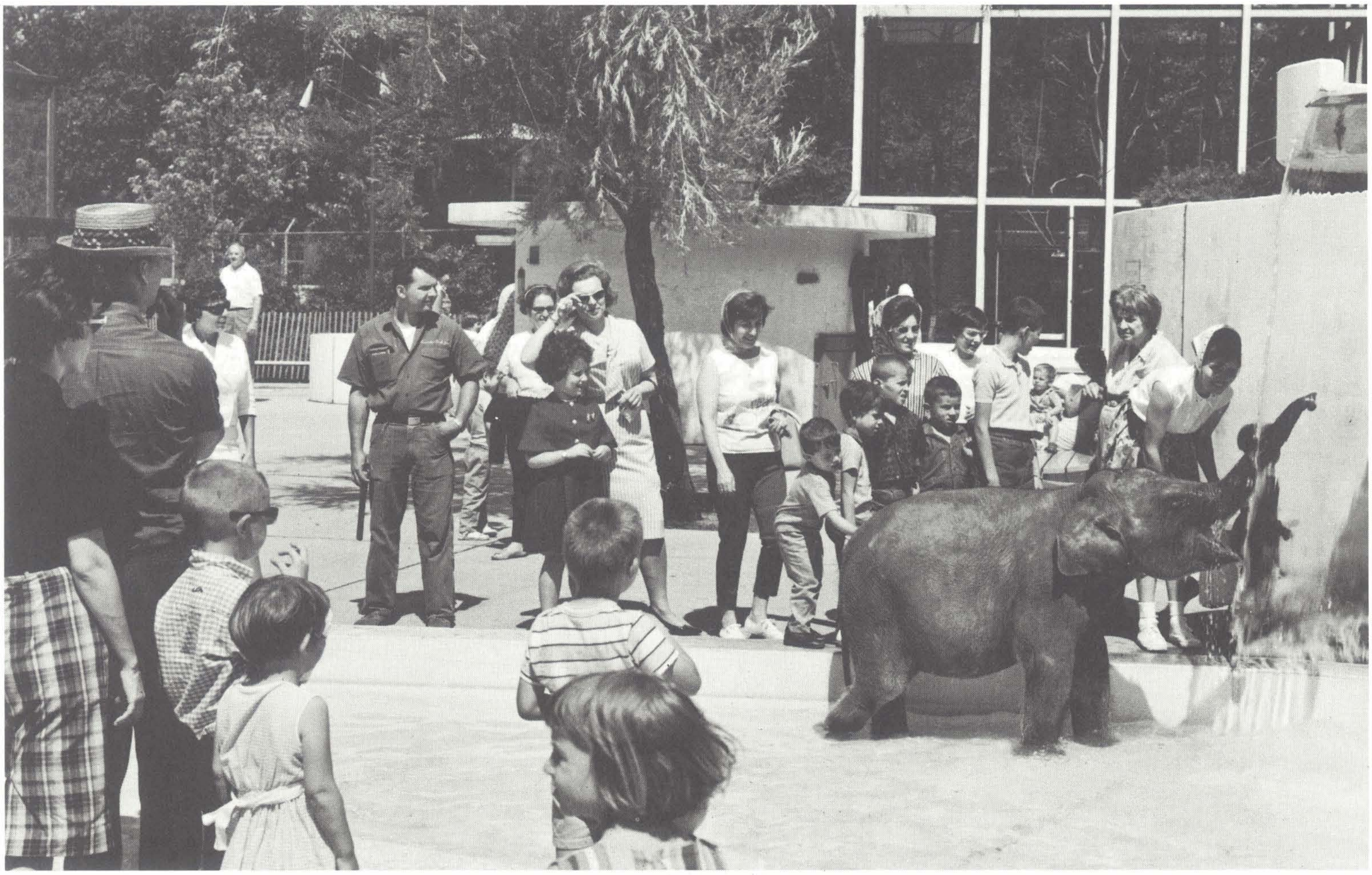


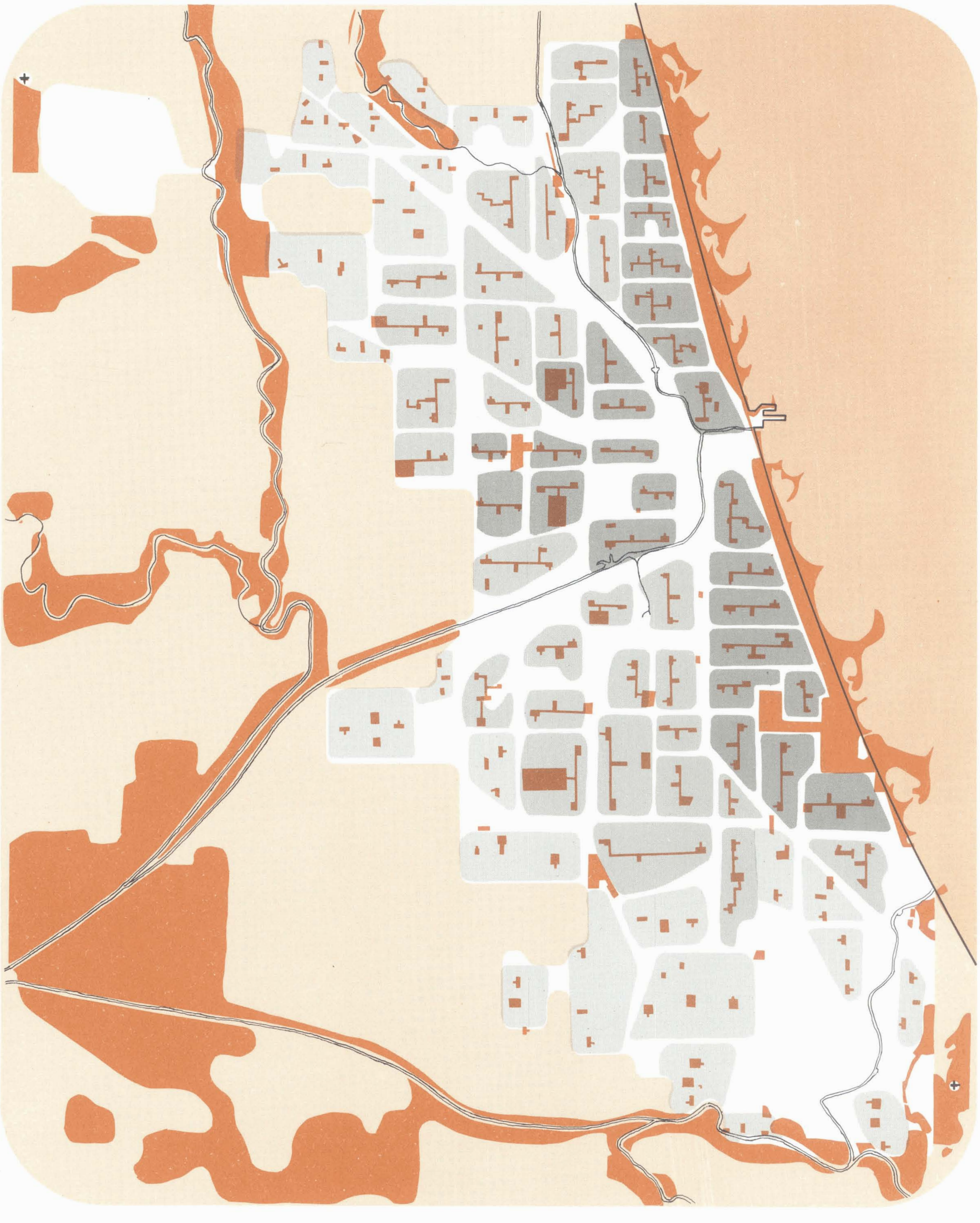
DIAGRAM OF PROPOSED RECREATION AREAS

Under the proposed policies for recreation areas, there would be more local community parks, outlying parks, and forest preserves. The lakefront would be developed further for recreational use.

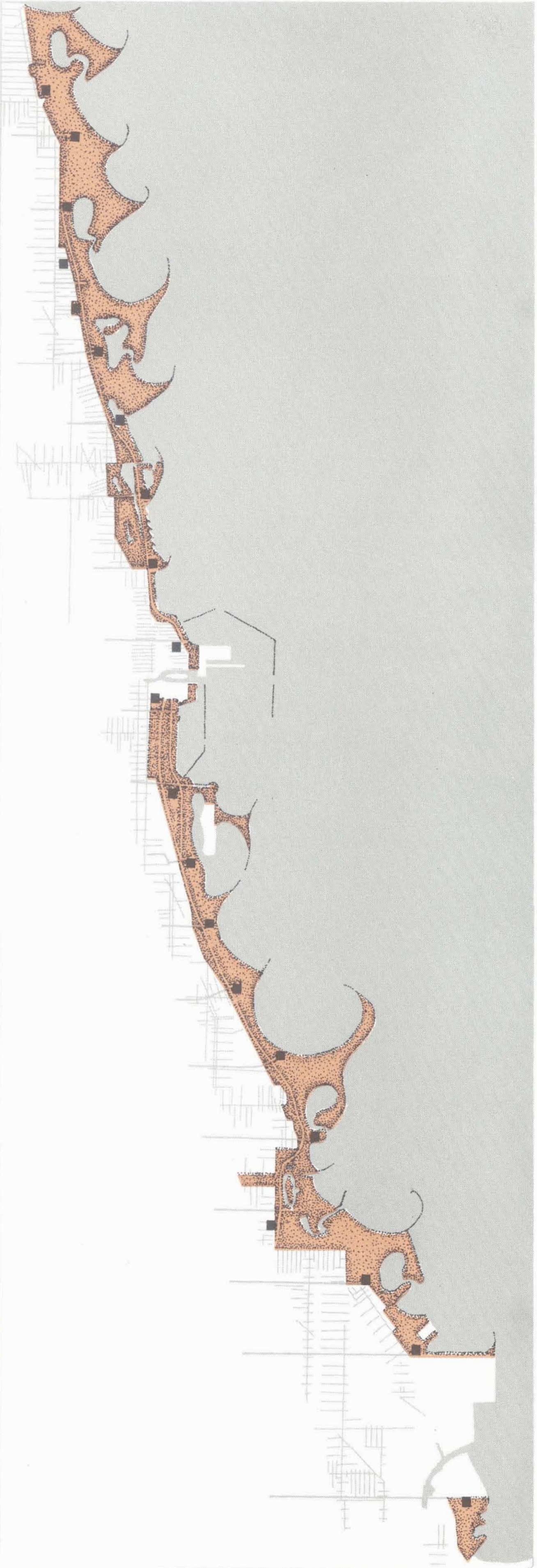
🟧 Recreation Area

Residential Communities:

- ▓ High-density
- ▒ Medium-density
- ░ Low-density



Peninsulas created by land fill are proposed to expand Chicago's lakefront parks. Activity centers, accessible by public transportation on major streets, would be developed.



The Comprehensive Policies Plan strongly reaffirms the 1948 Chicago Plan Commission Lakefront Resolution, which declared that the entire lakefront should be used for recreational and cultural purposes, except for the sections between Grand Avenue and Randolph Street and south of 79th Street. Landfill along the lake could also be used to expand public-purpose institutions if public access to and use of the lakefront is preserved.

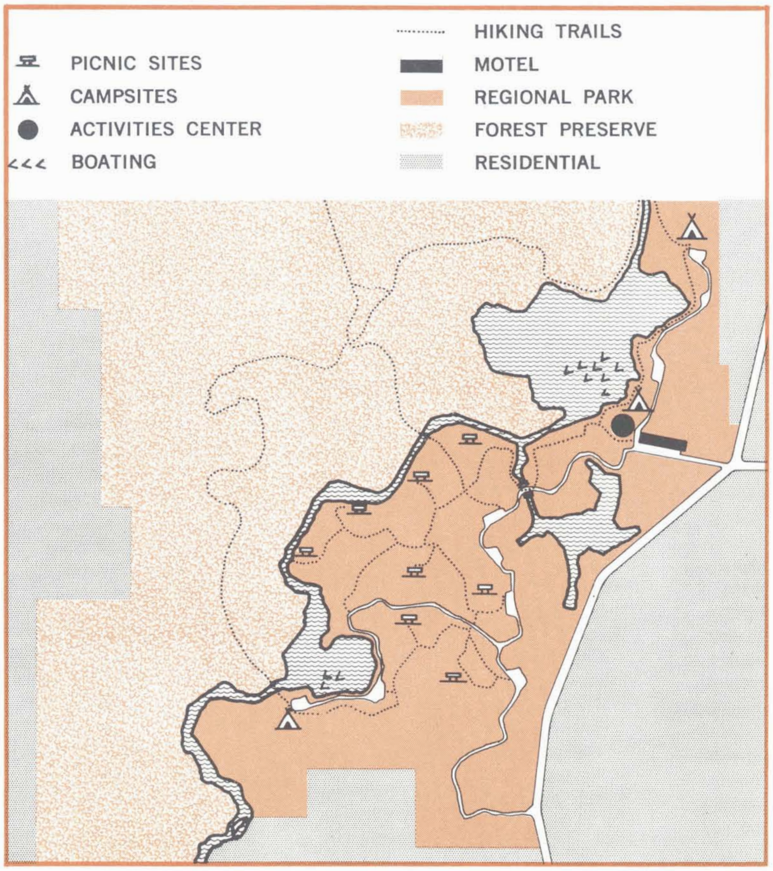
Other elements of lakefront proposals for the future include:

1. Expanding lakefront recreation areas. This would be accomplished primarily by filling land to create additional park spaces. Extension of the lakefront parks north of Hollywood Avenue to the city limits and the creation of new peninsulas along the existing lakefront are proposed. These peninsulas would have beach and boating facilities.
2. Developing active recreation centers along the lakefront at points where the one-mile grid of major streets terminates.
3. Redesigning Grant Park and Lake Shore Drive in the park to allow better pedestrian access and more use. Grant Park should have more active recreation facilities, and the music bowl should be relocated.
4. Not permitting new high-rise buildings east of Lake Shore Drive, as planned for relocation, except for those which serve a public recreation function.

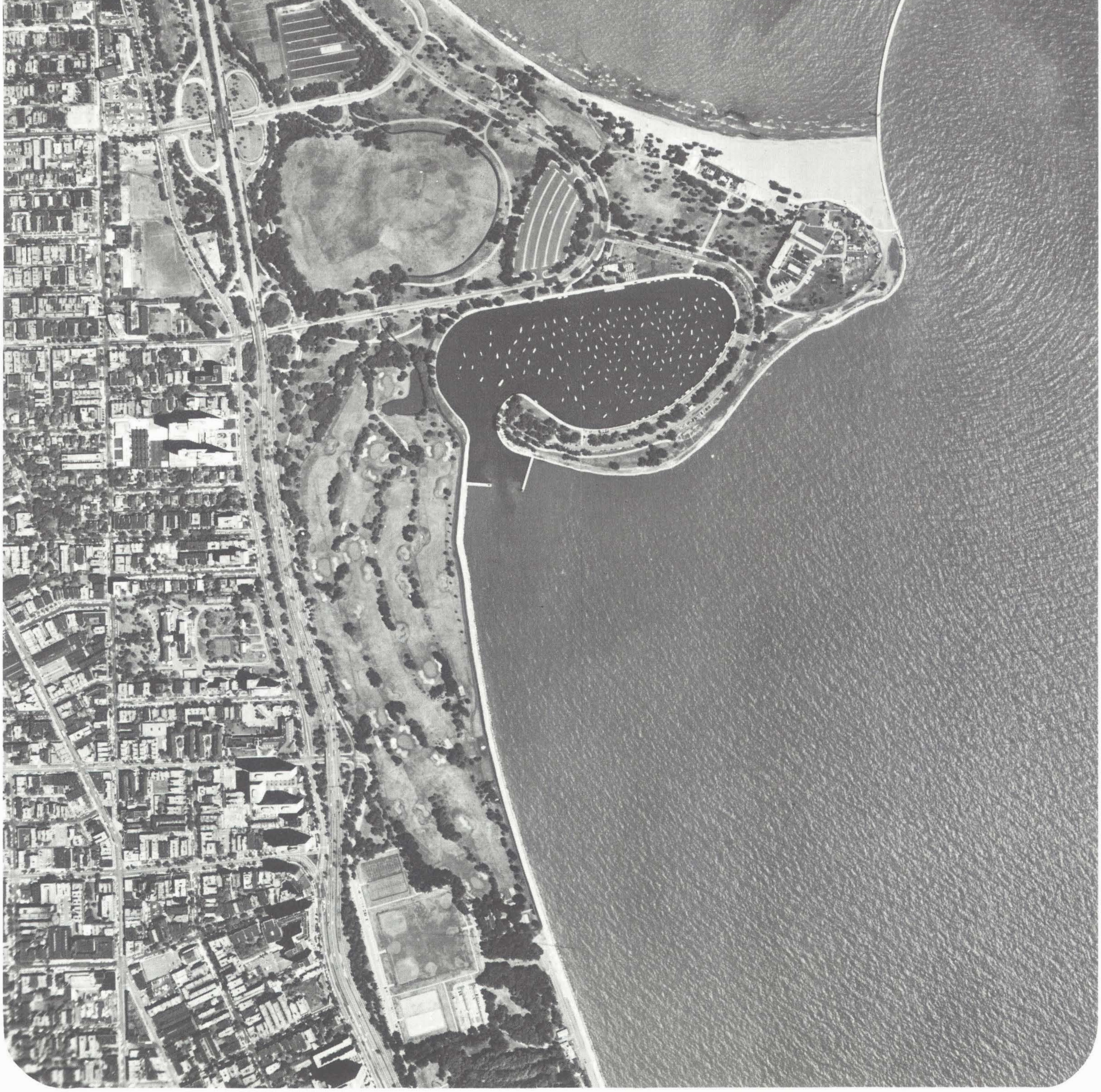
Outside the city the Comprehensive Policies Plan recommends three types of regional open space: forest preserves, regional parks featuring active recreation facilities not found in the forest preserves, and permanent agricultural open space. It is recommended that these together form a web of public open space around clusters of concentrated urban development throughout the metropolitan area.

PROTOTYPE OF REGIONAL PARK

In addition to smaller parks inside the city, a regional park in an outlying part of the area could provide facilities for active recreation, to complement the more passive function of the adjoining forest preserves.



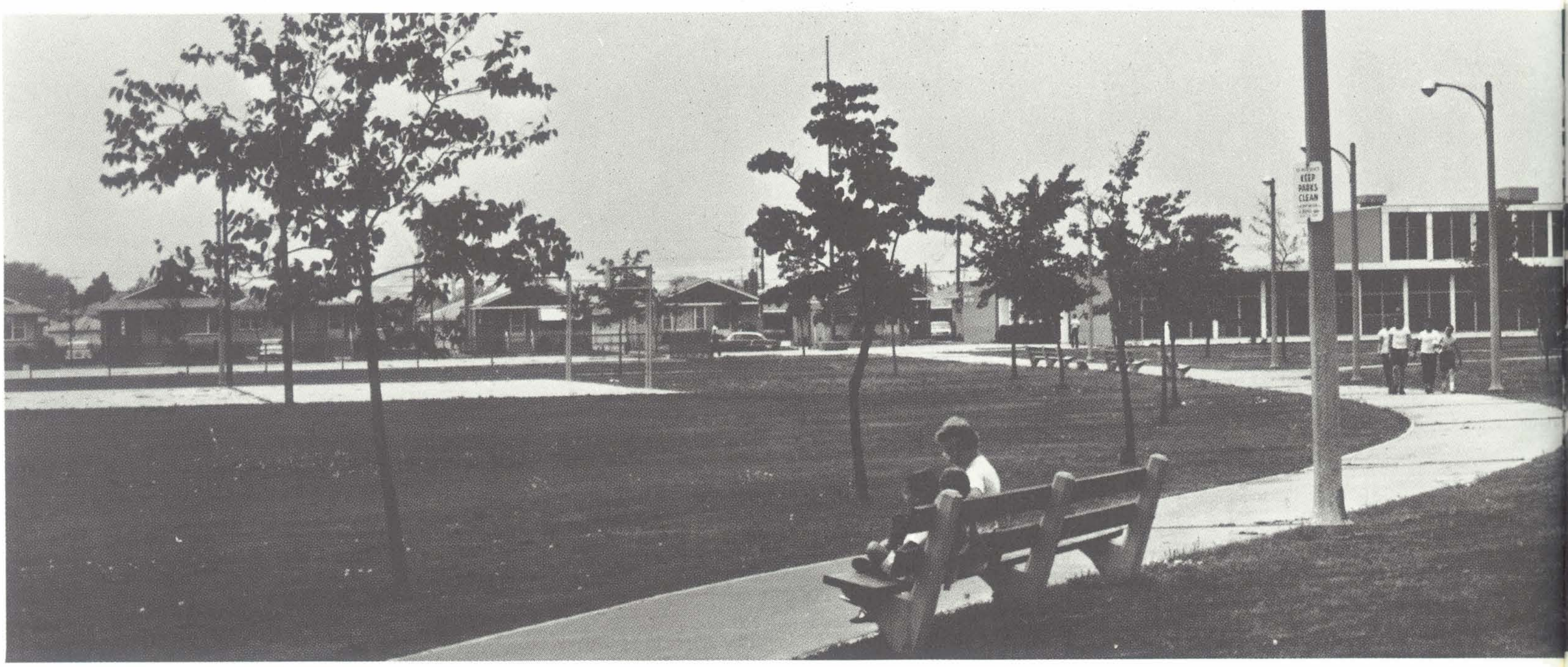
Montrose Harbor in Chicago. Under the recommended policies for recreation, landfill would be used to develop more lakefront peninsulas of this type with a beach on the north side and a boat harbor on the south side.



VI COMMUNITY FACILITIES

The age distribution of the population, economic trends, and proposals for residential development are related to the policies for community facilities. Over the next two decades, the many young people in Chicago and its suburbs will need additional schools and libraries. These facilities play a vital role in providing Chicago's citizens with the education and skills needed to meet changing economic conditions. And they are essential to the maintenance of sound neighborhoods that will attract and retain families.

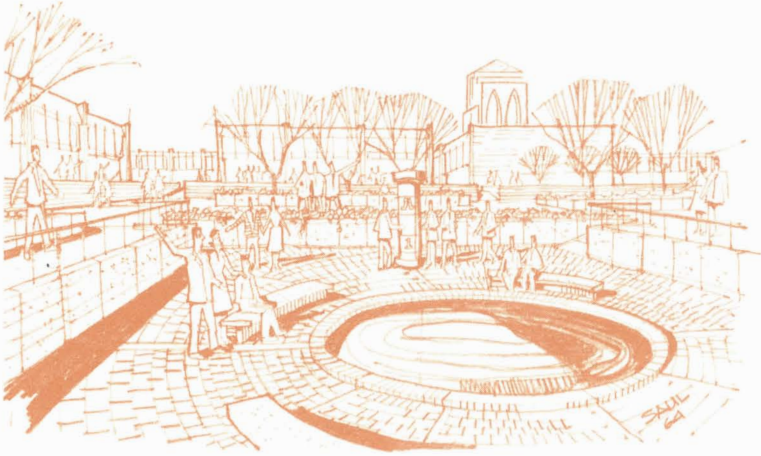
Community facility locations depend upon the pattern of neighborhoods and communities, the interrelationships of facilities to each other, and access by the transportation system. Various kinds and levels of schools should be located together with parks and playgrounds to form useful and attractive centers of community life. Libraries need sites near business centers, elementary schools need locations that are protected from major traffic arteries, and high schools need sites served by public transportation.

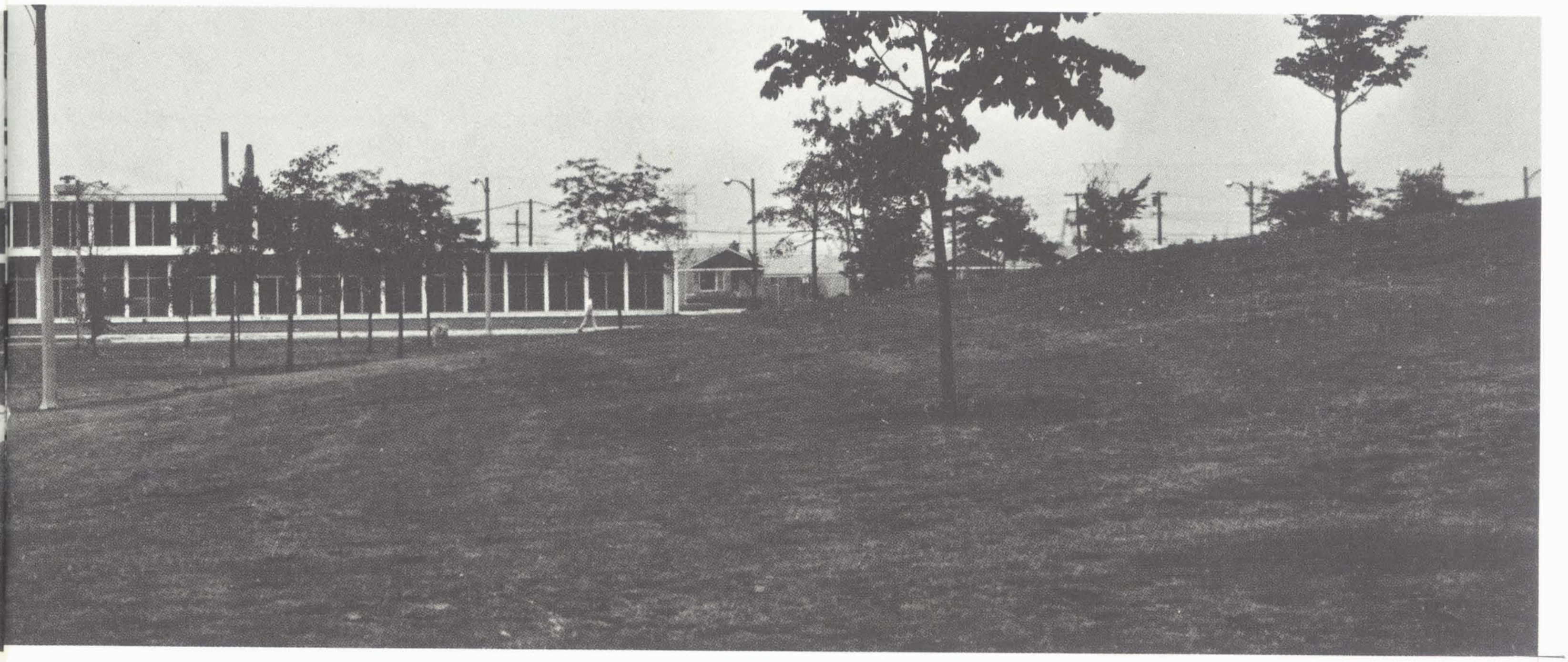


No single element of the Comprehensive Policies Plan is more critical to improving the quality of the city's whole environment and expanding human opportunities than the provision of adequate community facilities such as schools and libraries. These are basic factors in determining the desirability of any community. The selection of a home often depends on how well the community is served by schools and such private facilities as churches, YMCA's, Boys' Clubs, and other services.

The Chicago public school system is directed by a unit of government separate from that of the city as a whole. Public libraries, on the other hand, are part of city government. Both agencies submit their plans for future physical development to the Chicago Plan Commission for review, which helps maintain

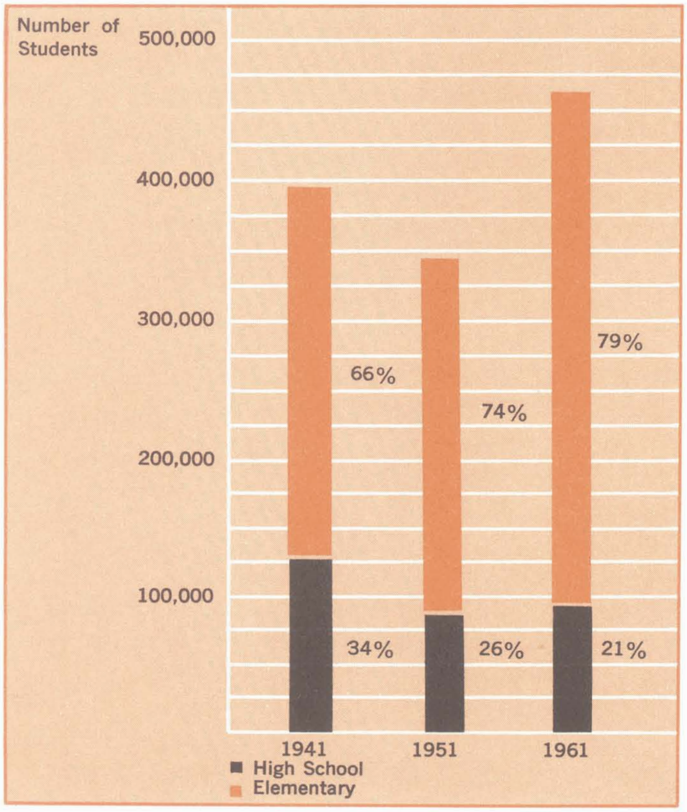
Churches and other private facilities are important centers of community life.



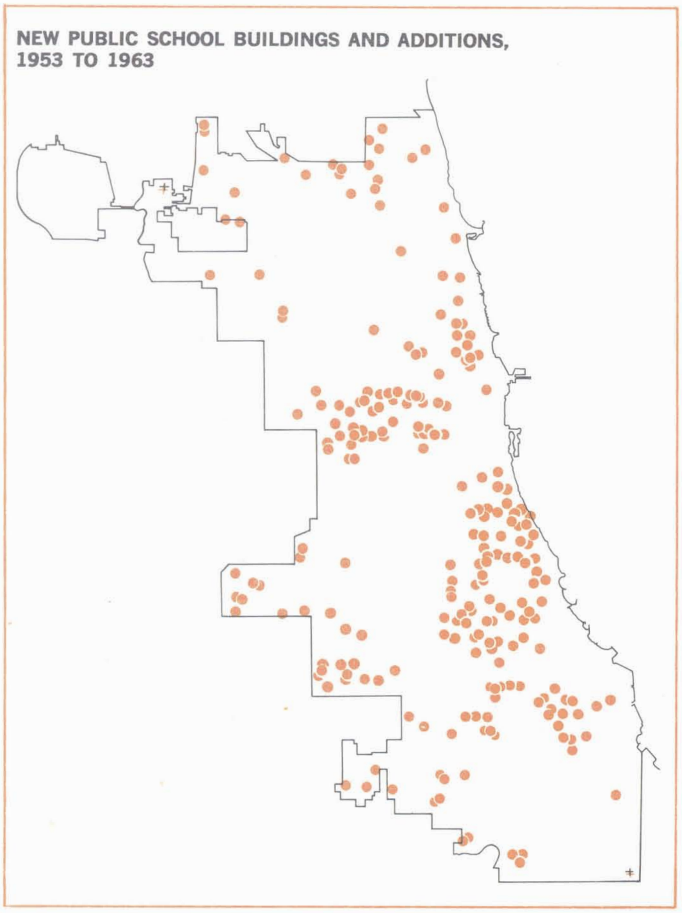


Fluctuations in the size and grade level of public school enrollment have caused shifts in the demand for types and locations of facilities.

CHANGE IN PUBLIC SCHOOL ENROLLMENT



A total of 236 public school buildings and additions were constructed between 1953 and 1963.


NEW PUBLIC SCHOOL BUILDINGS AND ADDITIONS, 1953 TO 1963

a consistency of over-all city planning objectives.

While the planning of private community facilities is beyond the scope of long-range, city-wide planning, the need for such facilities is considered in the development of area plans. And public agencies provide assistance, when requested, in selecting suitable sites for private community facilities.

Schools

It must be Chicago's objective to have the finest of public schools, for education that affords everyone the opportunity to develop his abilities to the fullest is essential to the vitality of the city.

The accomplishment of virtually all of the city's social and economic objectives will be largely dependent upon the quality of education. Fundamental human opportunities, including both the enjoyment and support of wholesome individual and family life and social relationships, grow out of educational opportunity. Strengthening and diversifying the economy depends in major part upon the extent to which the city can develop the human talents and skills and professional preparation necessary to enable the city's people to man its factories, conduct its businesses, and render services.

Because quality of education is so universally valued, the caliber of the school system, and of individual schools in individual sections of the city, has come to be regarded as a major criterion of neighborhood desirability. Excellence in the city's schools is thus essential to the aim of making Chicago's neighborhoods attractive to all kinds of people.

Chicago's School System Today

Great pressures have been placed on Chicago's school system in recent years, and these pressures show little sign of abating. More than 193,000 pupils have been added to the kindergarten through college enrollment of the public school system since 1950, pushing total school enrollment to nearly 600,000. Elementary and high school enrollment alone totaled more than 535,000 pupils in September 1963. Another 250,000 children attend non-public (largely Roman Catholic) schools.

This increase has occurred at a time when over-all population in the city has been declining. This has happened because of the high birth rates of the 1940's and 1950's, and also because more children have been staying in school. The pressures upon school enrollments are now beginning to be most severe for high school—the September 1963 high school enrollment was 18,000 students greater than that of the previous Fall.

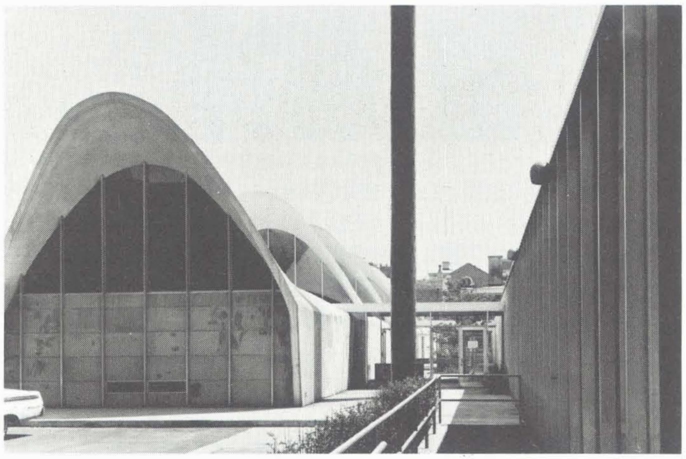
Future population projections indicate that by 1980 there will be from 200,000 to 250,000 more school-age children than there were in 1960. And if the city is successful in achieving its objective of retaining and attracting younger families with children, the increment could be even higher. Some of this total increase will be absorbed in non-public schools, but two-thirds of it will have to be accommodated in the public schools.

To meet the demands of the post-war school population boom, the Board of Education since 1950 has constructed 145 new elementary schools and six new high schools. The Board has also built 101 additions to existing schools and acquired 14 other buildings, and all told has added more than 4,800 new classrooms in the past decade. Despite this effort, one-third of the existing schools are over 50 years old, and there are still 119 schools which were built before 1900. The pressures of high enrollments have made it impossible to replace all obsolete buildings in such a short time.

Although there is still much to be done by way of replacing obsolete schools, the program of the past decade has succeeded in eliminating double shifts and diminishing classroom overcrowding. The average size of elementary school classrooms has been cut from 40 pupils per room to 32.5 since 1953.

The Board has also had to cope with school site problems, *The architectural design of the Beethoven School, near 47th and State, has attracted national attention.*

New construction since 1953 has helped reduce average classroom size from 40 to 32.5. This is Brenneman School, near Junior Terrace and Clarendon.



Where possible, school and park facilities should be combined. This is the Shoesmith School, built next to Farmer's Field in the Hyde Park-Kenwood Urban Renewal Area.

largely because of enrollment pressure. It has been necessary to retain many older schools which never have had adequate playground space. In its building program, the Board has been purchasing larger sites, so that adequate playgrounds can be created. Where schools are in urban renewal areas, the Board has expanded playgrounds by purchasing land from the Department of Urban Renewal. The Board has also developed joint park-school sites in cooperation with the Chicago Park District.

It has sometimes been necessary to build additions which have resulted in over-sized schools on small sites. The Board hopes to raze the older portions of such schools, thereby leaving a modern building on a more adequate site. In other instances, new schools have been built quite close to existing schools, because enrollments have risen so fast in the area. The Board hopes, in such cases, to eliminate the older schools eventually, leaving the new schools to serve normal enrollments.

Chicago's public elementary schools operate on the basis of neighborhood attendance areas, as do the schools in most large cities. The system works somewhat differently in various parts of the city. Most commonly, kindergarten through sixth grades are accommodated in grade schools and seventh and eighth grades in upper-grade centers. In outlying areas, however, where residential densities are lower, all eight grades are provided for in one school. And in other parts of the city, sixth grade is included in the upper-grade center. There are also elementary schools which only cover kindergarten through third grade. These variations are devised by the Board to fit individual neighborhood school populations.

General high schools serve much larger areas than other schools. Vocational high schools serve students from larger sections of the city, or are sometimes operated on a city-wide basis.

A system geared closely to attendance area boundaries often results in school capacity problems when the size or age of the population in the area changes. Sometimes one area becomes populated by families with children all in the same age range; a school built to serve in this situation may become under-used as the same children reach high school age. Similar fluctuations occur when population movements or new residential construction affect the number of children in a neighborhood.

To accommodate fluctuations in school population, the Board revises boundaries of attendance areas and, more recently, has established pupil transfer plans which allow students from crowded schools to attend under-used schools. Including several schools within a single attendance area has also been proposed.

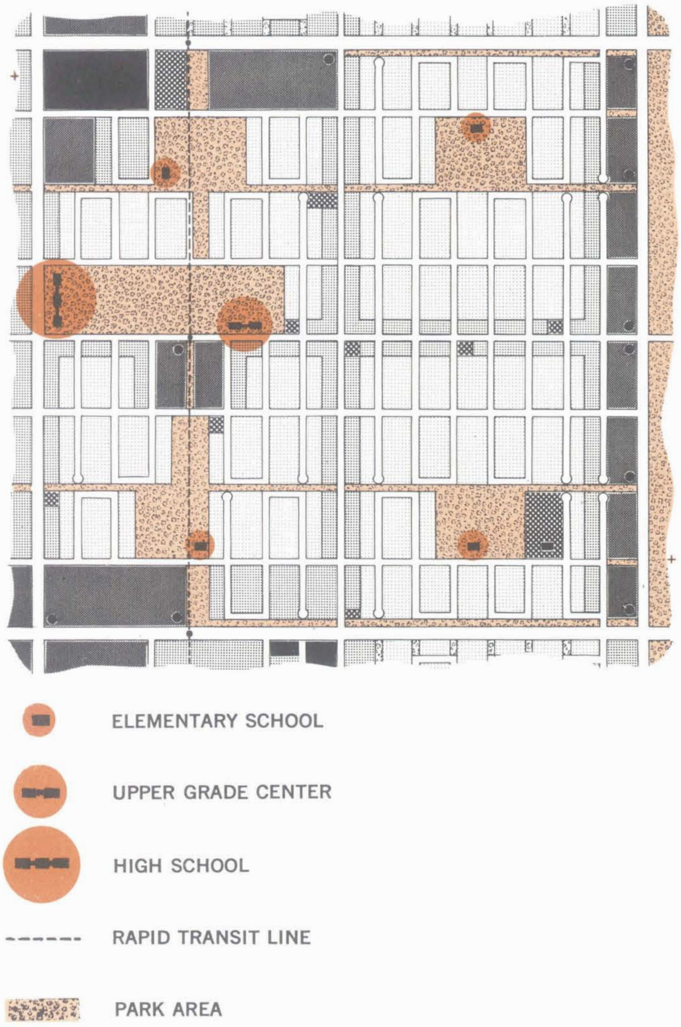
School buildings can also serve as important centers of community life, as well as educational institutions. The Board of Education now has "lighted school house" programs, with evening recreational and educational activities for children and adults, at 132 schools.

Responsibilities for School Planning

The Board of Education is responsible for the quality of education as it is determined by educational policies and programs. In addition, Illinois law states that "the Board shall . . . revise existing districts . . . in a manner which will take into consideration the prevention of segregation and the elimination of separation of children in public schools because of race, color, or nationality." The Comprehensive Plan reflects these same objectives, which will result in stable, integrated schools in the City of Chicago.

The city's Comprehensive Plan for the physical development and renewal of communities is directly concerned with school facilities as part of the neighborhood environment. The plan recommends policies on school location in relationship to living areas and to the transportation system. It also makes proposals for the character of the school site as an integral part of the

Elementary schools would be located to serve neighborhood areas. High schools and upper-grade centers would be located near public transportation lines.



community.

Other elements of the Comprehensive Plan are also closely related to school planning. The policies on accommodation of population strive for stabilized, racially harmonious neighborhoods, thus supporting the Board of Education's statutory objectives. The implementation of policies on densities and on the development of neighborhoods offering a wider range of housing types would reduce the effects of population shifts and the surges in density that hamper orderly school development. The more efficient transportation system proposed in the plan would enable upper-grade centers, high schools, and special facilities to serve larger areas.

Policies for School Location

In general, it is the city's policy to consider the public school as an integral physical part of its community, regardless of how the Board of Education may draw attendance boundaries. This means that schools should be located and designed to enhance their physical environment and to allow their use as places of assembly and social activity. Administrative policies can be changed from time to time to meet particular educational or other needs, but permanent physical facilities are extremely difficult to replace or relocate. Therefore, in school development as much consideration as possible must be given to desirable long-range patterns.

Basic planning policies on future school location are:

1. Locating general and vocational high schools at regular intervals throughout the city on sites served by main city-wide transportation arteries. This would assure that each school may be adapted to serve as large an attendance area as required by the Board of Education. Wherever appropriate, renewal project plans should provide for the reservation of land for multi-unit campus-type development, to include high schools, parks, and other schools in one location.

2. Locating upper-grade centers on similar sites, served by local transportation facilities, to allow flexibility in attendance areas.

3. Relating elementary school sites to the long-range pattern of quarter-square mile residential areas created by the street system, so that small children would not have to cross traffic arteries to attend school. Sites should also be related to the future residential densities recommended in the Policies Plan. A basic objective for school location is to achieve an *ultimate* pattern related both to the street system and to planned densities.

4. Implementing the following standards for school size:

■ Maximum classroom attendance size of 30 pupils in elementary schools, as recommended by the Board of Education,

■ Schools accommodating grades kindergarten-through-sixth, maximum enrollment of 900; kindergarten-through-eighth, maximum enrollment of 1,200,

■ General and vocational high schools, maximum enrollment of 2,400.

5. Increasing the size of school sites through additions to inadequate sites and continuing coordination of park and school locations. Where possible, new schools should be built next to existing parks and new parks and playgrounds developed to serve existing schools. For elementary schools there should be at least 3.5 acres plus one-third of an acre for each 100 pupils; for upper-grade centers and high schools there should be at least seven acres plus one-half an acre for each 100 pupils. (These standards include park land adjacent to schools.)

Public Libraries

The Chicago Public Library system today consists of 2,700,000 volumes plus microfilm, motion pictures, and recordings. Administrative headquarters, and depository for the larger collections, is the Central Library located downtown. Three regional libraries, each housing 75,000 to 100,000 volumes, serve the North, South, and West sides. These regional libraries in turn function as headquarters for the extension system of 34 branch libraries (each with from 40,000 to 60,000 volumes), 22 sub-branches (with 3,500 to 4,000 volumes), and 22 mobile units. There are also special deposit collections with from 500 to 2,000 volumes each, located in offices, factories, hospitals, schools, and summer camps.

The Central Library building, the three regional libraries, and 17 of the branches are owned by the Chicago Public Library. The remaining branch libraries and sub-branches are in 33 rented store-front buildings and six social centers.

In addition to this large system, the city is served by several special-purpose private libraries, such as the John Crerar Library (a science and technology collection) and the Newberry Library (a humanities collection). Because these facilities are open to the public, the Chicago Public Library has not attempted to build duplicate collections in these fields.

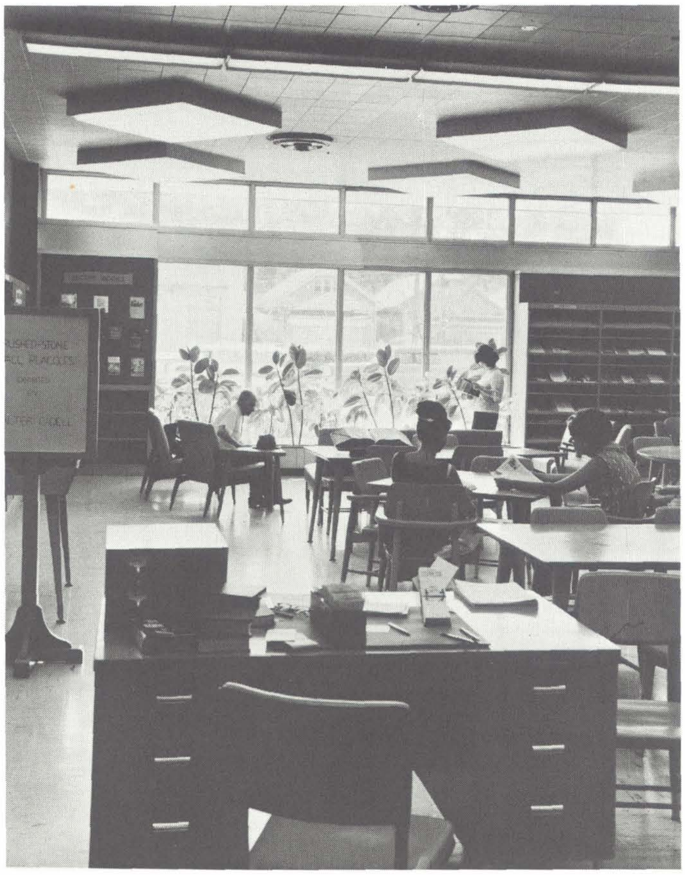
Experience has shown that library use varies with age and education. About 60 per cent of all users are of high school age or below. Use of the library generally declines among young adults, and then increases with advancing years. At many of its branches, the Library offers special programs to encourage readership and use of the library by children whose parents have had little formal education. The library is thus a valuable adjunct to the city's school system.

The policy of the Public Library is to locate facilities on or adjacent to business streets serving residential uses. It is evident that libraries attract more users when located near chain stores, banks, and other retail businesses. Thus, proximity to business areas is the most important consideration in locating libraries. Accessibility to schools and cultural institutions is another factor in site selection, but of secondary importance.

Service areas are usually a one-mile radius from the library. Because of variations in residential density the number of people within the service area varies greatly. The Library policy is to build larger branches with more extensive collections in high-density areas, rather than to reduce the service area and build several small branches. This policy produces a higher quality of library service.

Experience shows libraries in or near business districts, such as the Northtown Branch Library, attract more users.

Libraries are part of a larger educational program to meet the needs of all age groups.



Proposed Policies for Library Development

Recommended policies for future Library development include:

1. Continuing to locate libraries in or near appropriate community and regional shopping districts, on a one-mile radius standard. It may be necessary to locate libraries in large neighborhood shopping districts in some low-density communities.
2. Expanding the Central Library as needed on its present site or directly adjacent to it.
3. Retaining the three regional libraries within their areas and adding a fourth to serve the Southwest Side. Consideration should be given to finding more serviceable sites for the three existing regional libraries, to insure their maximum benefit to the communities they serve and to enable them to expand.
4. Building new branch and sub-branch libraries to meet needs in areas which are not adequately served today. Some existing branch and sub-branch libraries should be relocated to better sites. As most of the poorly situated branches are currently renting space, relocation should not be a major problem.
5. Supplementing branch and sub-branch collections with special deposit collections.
6. Encouraging readership among underprivileged children. This is one of the Library's most vital functions and must be continued and expanded. The Library system should be considered part of the larger educational program aimed at meeting the needs of all age groups.

VII THE ECONOMY

A chief economic advantage for Chicago is its potential as the regional headquarters city for the vast Mid-Continent area. A growing number of firms can be expected to establish home and branch offices here. Several areas of policy dealt with in the plan affect the city's ability to develop as a regional capital— the continuing rebuilding of the Central Business District, the continued improvement of the city's transportation system, the expansion of the city's cultural and recreational opportunities, the improvement of educational facilities, the enhancement of the city's over-all design and appearance, the replacement of obsolete manufacturing facilities, and the provision of space for new industrial development.

The income level of Chicago residents is an important economic factor, because of the goods and services they demand. Attracting and retaining middle and upper-income families and individuals will require measures to improve the city's appearance and amenities.

The projected expansion of the labor force points to the need for more extensive job training and industrial development programs.

A key objective of the Comprehensive Policies Plan is to strengthen and diversify the city's economy. This is essential not only to provide the jobs needed by the residents of the city, but also to maintain the city's tax base, so that the services necessary to a healthy and growing Chicago can be provided. The economy of a city or a metropolitan area is linked to the nation's economy. Growth and change in Chicago depend partly on the larger economic forces which shape the nation and partly on local actions.

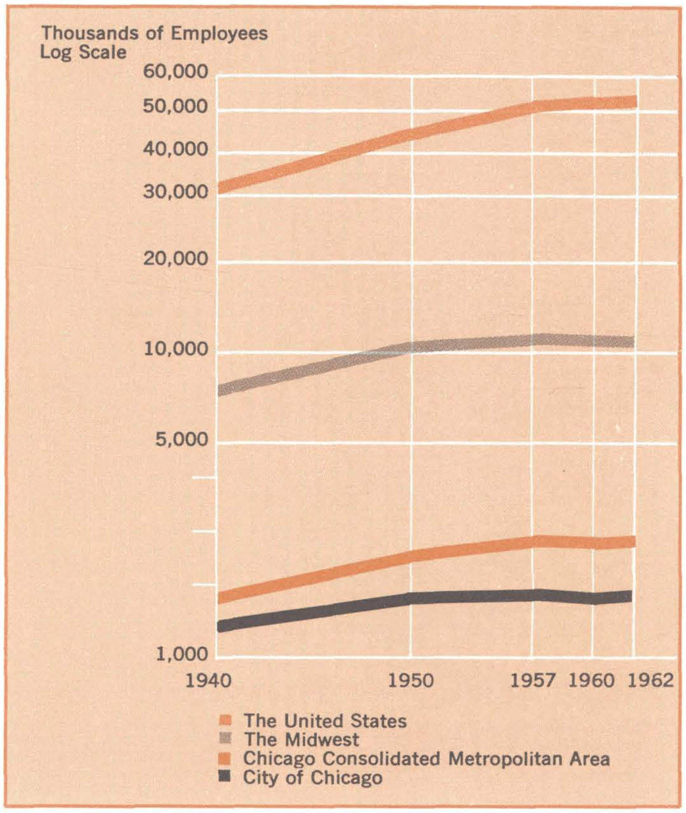
The Chicago Economy Today

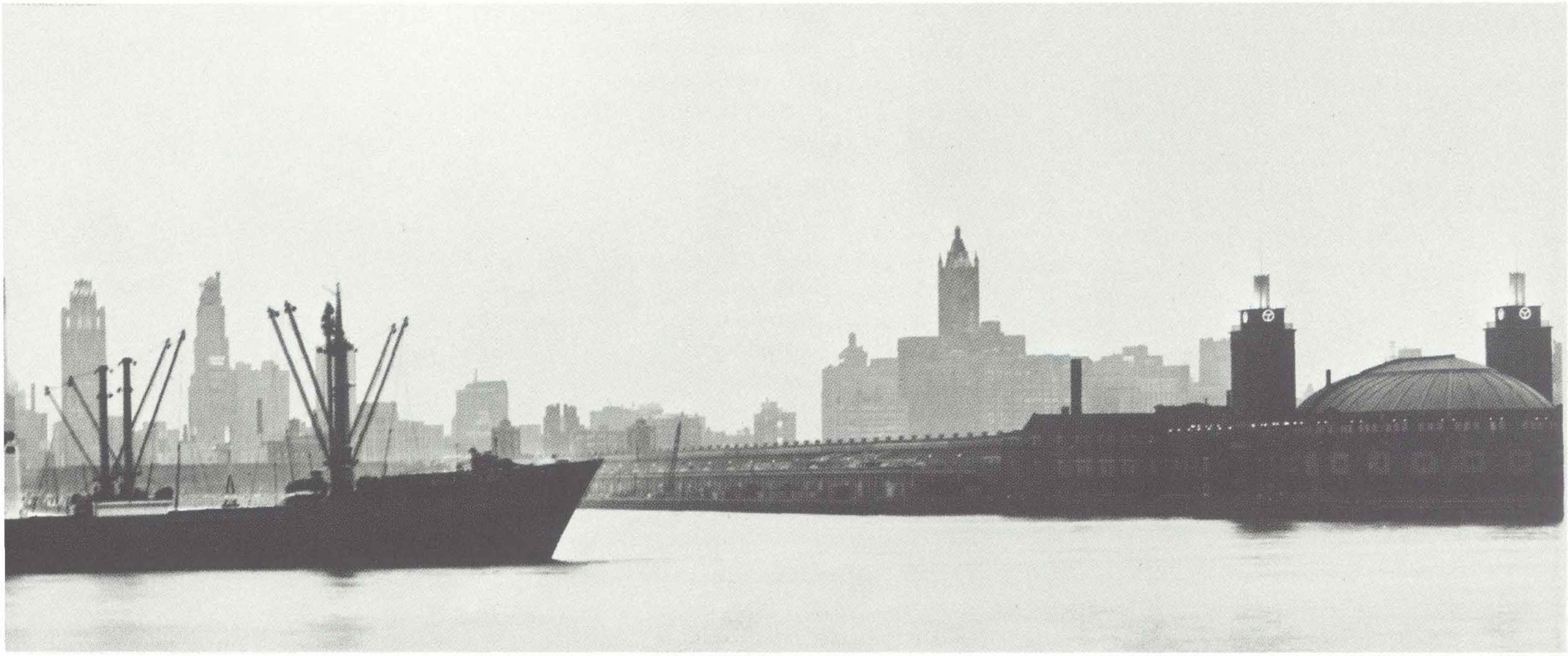
The changes taking place in Chicago today must be viewed against the background of vast economic strength that already exists here. In 1960, the eight-county* area produced more than one-twentieth of the total United States national income and contained 4.4 per cent of the nation's employed workers. And the city itself had 62 per cent of the area's total employment and produced 65 per cent of its income. However, the metropolitan area today represents a smaller portion of the total U. S. economy than in previous years, and the city represents a smaller share of the area's economy. These shifts are caused largely by national trends in *rates* of growth. Chicago and its metropolitan area are strong and growing, but they are expanding less rapidly than elsewhere.

Before considering how Chicago's economy interacts with the nation's it is important also to understand some of the city's fundamental economic strengths, as well as its problems. Its strengths include the city's massive existing capital investment, a large share of highly productive industries, a large and skilled labor force, a highly developed transportation system, extensive public

Employment in the metropolitan area and the Midwest continues to grow, but at a slower rate than in the United States as a whole.

CHANGES IN NON-FARM EMPLOYMENT, 1940-1962





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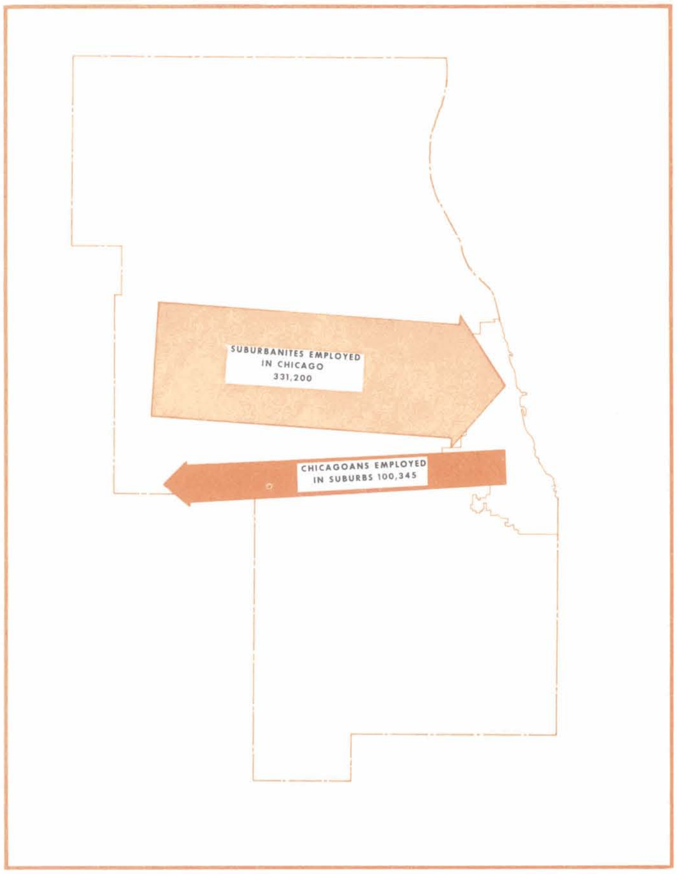
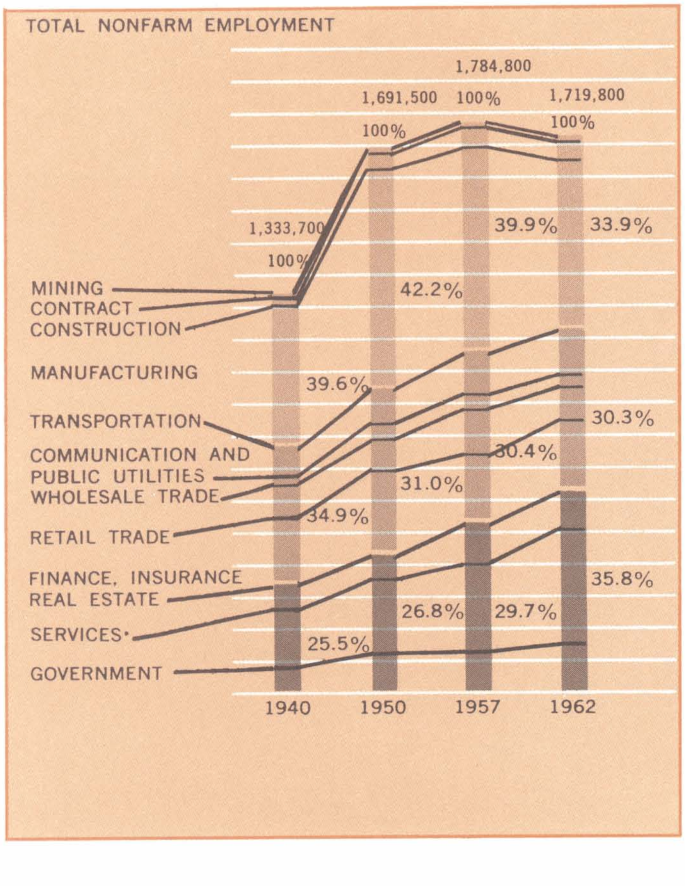
*In discussing the economy, the metropolitan area is taken to include Cook, Kane, Lake, DuPage, Will, and McHenry counties in Illinois and Lake and Porter counties in Indiana. This area is also referred to as the Chicago Consolidated Metropolitan Area (CCMA).

There were about 330,000 suburbanites who worked in Chicago in 1960, and more than 100,000 Chicagoans who commuted to jobs in the suburbs.


SUBURBANITES EMPLOYED IN CHICAGO 331,200
CHICAGOANS EMPLOYED IN SUBURBS 100,345

The decrease in Chicago jobs between 1957 and 1962 was due largely to declines in the manufacturing and contract construction categories.

EMPLOYMENT BY MAJOR CATEGORIES IN THE CITY OF CHICAGO, SELECTED YEARS



and private services for industry, and a large local market for goods and services. Chicago's potential for attracting more offices and regional headquarters facilities is another major advantage.

Some of the city's economic difficulties include too many technologically obsolete or deteriorating industrial buildings, inadequate land for industrial expansion and new development, an unattractive environment in many older industrial areas, and a high rate of unemployment, particularly among non-white workers. On a national level, manufacturing has declined in importance as a source of jobs and income. This fact has had a particularly great effect on the Chicago area, which is a major manufacturing center. Chicago is also adversely affected by the relatively slow growth rate of the whole Midwestern region.

Perhaps the most important—though seemingly paradoxical—of all these factors is the high productivity of major industrial sectors in Chicago. These include metals, machinery, chemicals, food products, professional services, and finance, which enjoy high levels of output per man-hour. These industries can achieve large increases in output with relatively small increases in employment. Highly productive manufacturing firms make the greatest use of automated equipment and are in the forefront of technological advances in industry. Such firms are absolutely essential for a strong and growing economy. But their very strengths tend to aggravate unemployment, particularly among workers with a lower order of skill, in periods of slow growth.

The other side of the high-productivity coin, however, is that workers in such industries are usually highly skilled and consequently highly paid. With their higher spending levels they help create many jobs in secondary industries, which provide goods and services for workers in basic industries.

More than half of the workers in the eight-county Chicago area in 1960 lived in the city itself. Of the jobs in Chicago more than three-quarters were held by city residents and the rest by commuters from outside the city. There were also more than 100,000 "reverse commuters" who lived in the city but traveled outside it to their jobs. Most of them worked in suburban Cook County or in Lake County, Indiana. Because of this "reverse commuting" phenomenon, industrial development outside Chicago often benefits the city, as well as the community where it occurs.

The difference in average income between the city and the total metropolitan area reflects the fact that proportionately more upper-income and fewer low-income families live in the suburbs than in Chicago. The 1959 median family income was $7,319 for the eight-county area and $6,738 for Chicago. However, the fact that the average family size is larger in the total area than in the city reduces the significance of this apparent difference. The *per capita* personal income in 1960 was about the same in the metropolitan area and the city, approximately $2,900, 30 per cent higher than the national average.

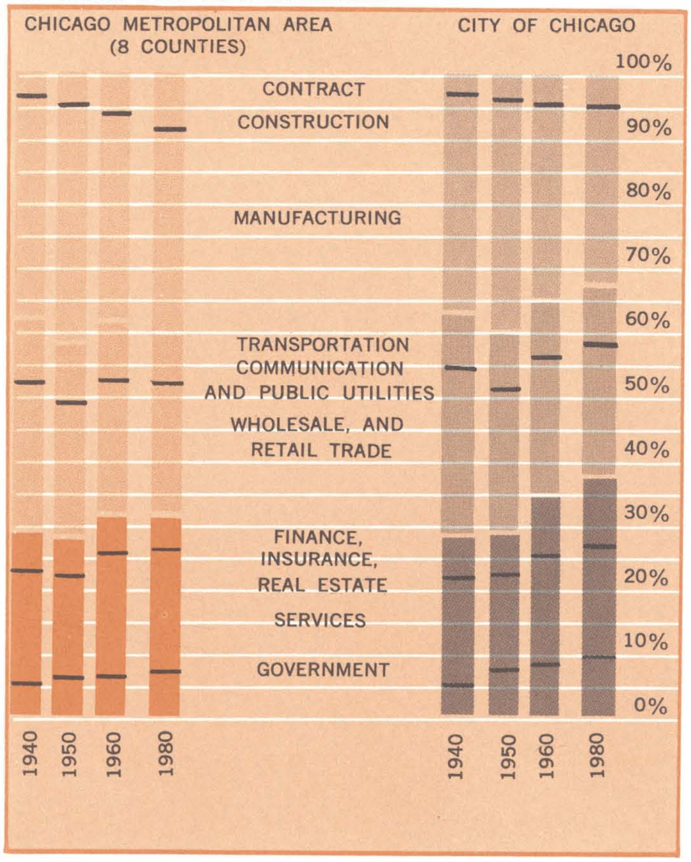
A Profile of the City's Jobs

The biggest single source of employment in Chicago and the eight-county area continues to be manufacturing. About one out of every three workers in the area is in manufacturing. However, the greatest employment losses in recent years have been in manufacturing industries. The city's loss of 18.2 per cent between 1957 and 1962 has been greater than that of the area as a whole.

Two-thirds of the area's manufacturing is in durable goods production. Chicago ranks first in the nation in the production of primary and fabricated metals, non-electrical machinery, and stone, clay and glass products. In non-durable manufacturing, the printing and publishing industry ranks first in Chicago, while food and related products is second. The latter category has declined somewhat because of the shift of meatpacking to other parts of the United States.

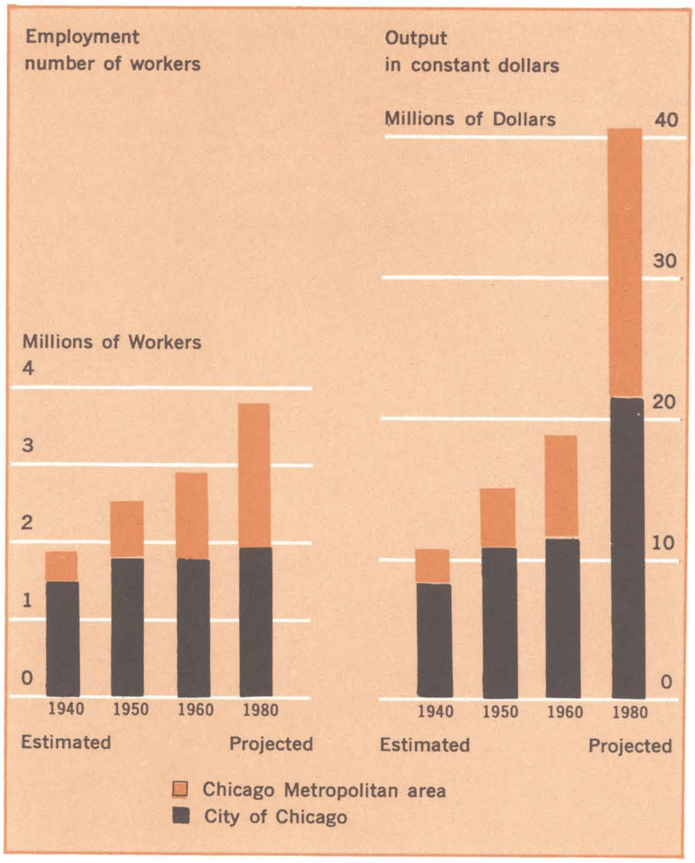
The proportion of total jobs in public and private service activities is projected to increase in the city and metropolitan area, while the share of jobs in manufacturing is expected to decrease.

PAST AND PROJECTED DISTRIBUTION OF EMPLOYMENT BY BROAD INDUSTRIAL CATEGORIES



Under these projections, there would be about 770,000 more jobs in the area by 1980, and output would grow by more than 50 per cent.

GROWTH IN EMPLOYMENT AND OUTPUT IN THE CHICAGO METROPOLITAN AREA (8 COUNTIES) AND IN THE CITY OF CHICAGO



Another 22 per cent of all jobs is in wholesale and retail and trade, and the city itself has nearly 80 per cent of all these jobs in the area.

The third largest job category in Chicago is the fast-growing service industries. From 1957 to 1962 another 41,900 service jobs were added to the better than 300,000 which already existed. The category includes advertising, entertainment, repair shops, personal and professional services, and private schools and hospitals.

Another large and growing job classification is finance, insurance, and real estate, which employs 129,000 persons in the city and another 40,000 in the rest of the area. It is the fifth largest employer in Chicago. Both this category and the services group are growing because of Chicago's increasing importance as a center for regional headquarters.

Fourth largest source of jobs is the transportation, communication, and public utilities field, which has over 150,000 people employed, or about eight per cent of the total. Nearly as many people work in civilian government, which is the fastest growing job category of all.

Chicago and the Nation

Two major forces acting upon Chicago — and all cities — will greatly influence the area's economic future. One is the shifting geography of economic growth, and the second is the impact of automation and technological change.

The geographic pattern of economic development can be summarized in terms of five major movements:

1. THE URBANIZATION OF THE POPULATION. Between 1950 and 1960 nearly 85 per cent of the nation's population growth occurred in urban areas, and by 1960 these areas contained nearly two-thirds of the nation's people.

2. THE GROWTH OF SUBURBS. Most of the growth of urban areas has actually occurred in suburban fringes, while central cities have, in most cases, shown absolute declines of population, or relatively little growth. For the 1950-60 decade, suburban populations increased by over 48 per cent, central cities by less than 11 per cent.

3. SOME PARTS OF THE NATION ARE GROWING FASTER THAN OTHERS. The Midwest is the slowest growing region in the nation, while previously less developed sections, the West and Southeast, are growing much faster than the others. The Midwest has expanded greatly since 1940, but it comprises a smaller share of the national economy now than it did then.

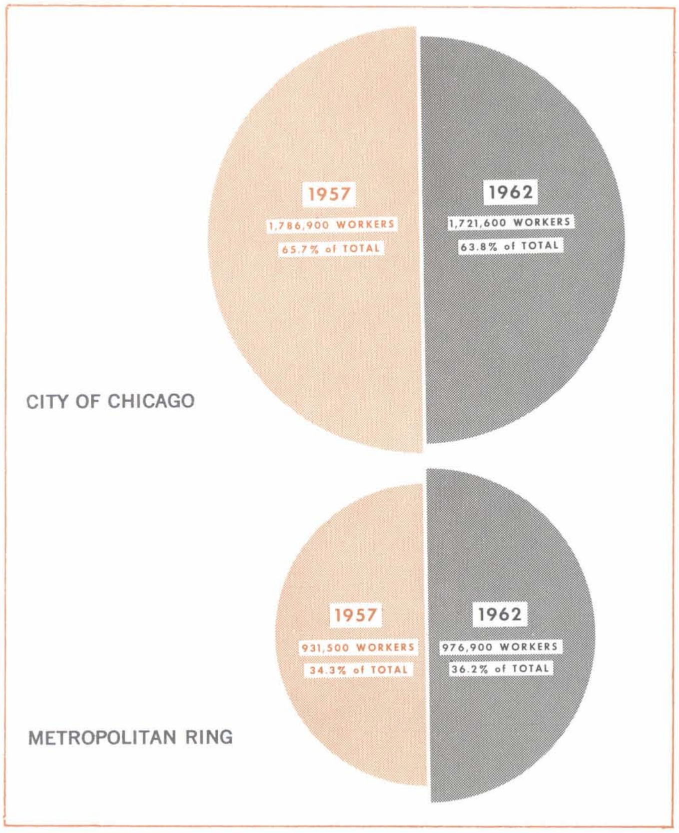
4. CENTRALIZATION OF SOME ACTIVITIES INTO REGIONAL HEADQUARTERS CITIES. Chicago, along with such cities as Boston and Atlanta, is enjoying a growing status as a regional headquarters capital. Many national firms find it advantageous to establish branches in such cities, to serve more effectively large areas of the nation. This development will, in Chicago's case, partially offset the effects of faster growth of some other regions of the nation.

5. THE DECENTRALIZATION OF INDUSTRY FROM CENTRAL CITIES. The flexibility offered by cars and trucks has freed industry from its early dependence on rail and water transportation. At the same time technological advances have created demands for horizontal plant layouts, which can be most easily accommodated in vacant land sites outside cities. In many instances a higher quality industrial (and residential) environment is attainable in suburban areas.

Coincident with these geographic developments has been that massive shift of techniques and technology known as automation. Its effects can be most quickly shown by the fact that while the output of the private sector of the economy rose 59 per cent from 1947 to 1961, the nation's employment rose only 10 per cent. This reflects, of course, increasing skills of labor and management

The city would experience a significant increase in the number of finance-insurance-real estate jobs by 1980.

The city of Chicago contained 64 per cent of the metropolitan area's employment in 1962.



and rising capital investments as well as automation. But the fact is that despite the growth of the nation's output, the number of jobs has not kept pace. The result has been a continuing high national rate of unemployment (varying from 5 to 6 per cent) in a period when output and incomes have been at high levels.

Unemployment in the Chicago metropolitan area, ranging around four per cent in recent years, has been significantly lower than the national rate. However, the rate in the city itself, 5.4 per cent in 1960, has approached the national average. This is of special concern in view of the fact that the national figure includes economically depressed and underdeveloped areas, while Chicago, by contrast, is the center of a prosperous metropolitan economy.

Despite the influence of these forces, the national and Chicago economies have been operating at high levels, and the outlook is for continued growth. Unemployment has been cut, although the rate of job expansion annually is not so high as it was from 1947 to 1957, a period of record-making national expansion. The local job picture is still somewhat unsettled, despite prosperity. By 1962, job levels in the Chicago area and the city had not come back to 1957 levels. By mid-1963, area jobs surpassed 1957 totals, but most of the net growth in the six-year period was in non-manufacturing jobs and in the suburban ring. Between 1950 and 1960, real output (adjusted for price increases) increased by 33 per cent in the nation, about 26 per cent in the eight-county metropolitan area, and 11 per cent in the city itself.

Since the end of World War II, Chicago has assumed a more specialized role in the metropolitan area economy. As the surrounding region has grown, the resulting demand for more professional, technical, and financial services has been met largely through job increases in Chicago. At the same time, heavy manufacturing activities which require large amounts of land have tended to decentralize throughout the area. The gap between economic growth and job formation indicates that in Chicago expansion rates higher than the national average are necessary to achieve employment increases equal to the national level.

The Outlook for the Future

Economic trends are not inevitable courses of events, but rather guides for sound planning. Through careful analysis of probable changes, policies and programs can be developed which will insure taking the fullest advantages of favorable trends and minimizing effects of unfavorable ones.

The economic development of Chicago and the metropolitan area is closely linked to the rate of national growth. Based on estimates of future labor force and productivity, an increase of 92 per cent in the U. S. Gross National Product is projected for the period 1960 to 1980. National employment is expected to grow by 48 per cent, and per capita personal income by about 40 per cent. Agricultural employment in the nation is expected to continue to decline. The proportion of employees in metals industries, which are highly important to the Chicago economy, is expected to increase, as is the percentage of workers in construction and civilian government.

For the Chicago area and the city, the outlook is for continued growth but at somewhat lower levels than the national average. Under these projections, employment in the eight-county area would rise about 26 per cent, to 3.7 million jobs. Within the city itself the number of jobs would increase to a maximum of 1,975,000, an increase of 7.9 per cent. By 1980, the city would have up to 53.4 per cent of all the area's jobs.

It is clear that Chicago will continue to generate new economic activity in the future. The crucial question is how much of this growth can be expected to occur within the city. National trends —suburban growth, decentralization, and automation—place Chicago at a disadvantage compared to outlying parts of the metropolitan area, and these disadvantages are intensified by the city's lack of suitable land for industrial development.

By 1980, manufacturing is expected to continue to dominate the economic scene in city and area, but at relatively lower levels. Metals industries would continue to be the leading employer in the manufacturing category. Jobs in services, which are little affected by technological change, would continue to grow, and the finance-insurance-real estate category would grow by at least 20 per cent. Wholesale and retail jobs would rise in the whole area, but probably decline within the city as decentralization and the use of more automatic goods-handling equipment continue. Jobs in civilian government are expected to rise by more than 30 per cent, largely because of the need for more teachers to serve the expected school-age population. Employment in contract construction—a category which is highly dependent upon the extent of new public and private development—could either decline or increase by as much as 15 per cent.

Although automated systems have replaced many manufacturing jobs, Chicago can anticipate substantial growth in the service category, which is little affected by technological change.

Policies for Planning

National trends will continue to influence the local economy. But local planning policies and action programs can assure Chicago of an equitable share of the region's growth, while promoting the development of the whole area.

The city's major economic needs are to reduce unemployment by promoting industrial expansion, encouraging growth of specialized services, and encouraging further development of Chicago as a regional capital; and to enhance Chicago's position relative to the suburbs and the area's position relative to the nation.

Technological advances mean changes in the numbers and kinds of jobs available, particularly in large industrial cities like Chicago. The city has a relatively large share of persons with low incomes and inadequate skills, and many of them face repeated periods of long-term unemployment. The problem is intensified by discrimination against non-white workers. In the face of these challenges, a first order of business for the city is to encourage industry to remain and expand within the city limits. Specific policies for achieving this objective are enunciated in the chapter on "Industry."

Fundamental policies aimed at economic growth and sound development include:

Improvement of Chicago's port facilities can encourage international trade and enhance Chicago's role as a regional headquarters city.

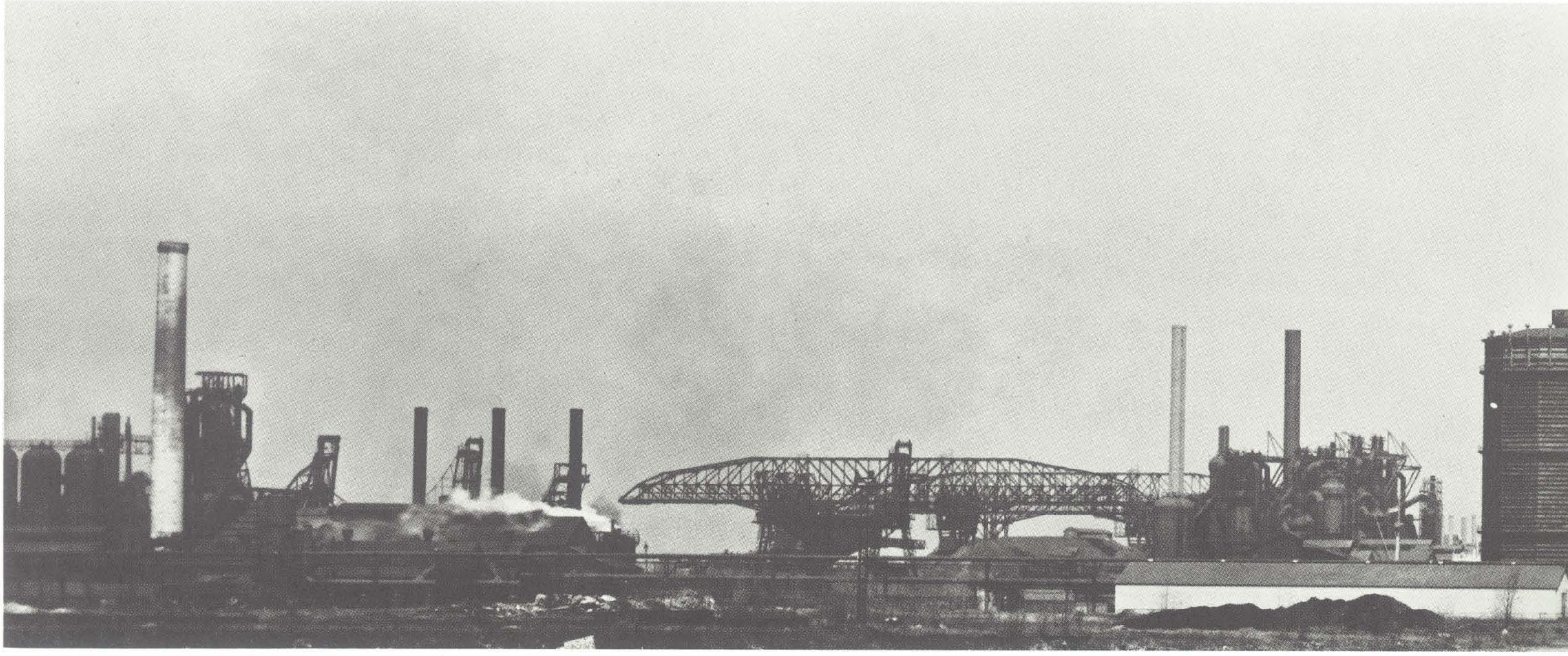
1. Developing educational and vocational programs aimed at making the younger people of the city's labor force better equipped to meet the challenges of modern economic activities.
2. Improving the environment of existing industrial areas, both in terms of buildings and services and of sorting out mixed land uses.
3. Improving the environment of residential communities, to encourage industries to locate in nearby areas, in addition to making the communities themselves more attractive to families.
4. Making more vacant industrial land available in those areas of the city where the demand for it is highest.
5. Upgrading the quality of public transportation facilities and service; providing new expressways where needed; improving major streets.
6. Renewing deteriorated areas in and near the Central Business District.
7. Developing modern, attractive business districts to serve the entire city.
8. Encouraging the development of vacant industrial land, especially in the Lake Calumet Harbor-Calumet River area.
9. Utilizing urban renewal to gain additional space for expansion, off-street loading, and parking for industries.
10. Continuing and intensifying the programs to keep existing industry in the city and to attract new industry.
11. Developing a broader and more diversified tax base for the region.
12. Eliminating racial discrimination in employment and in housing.

VIII INDUSTRY

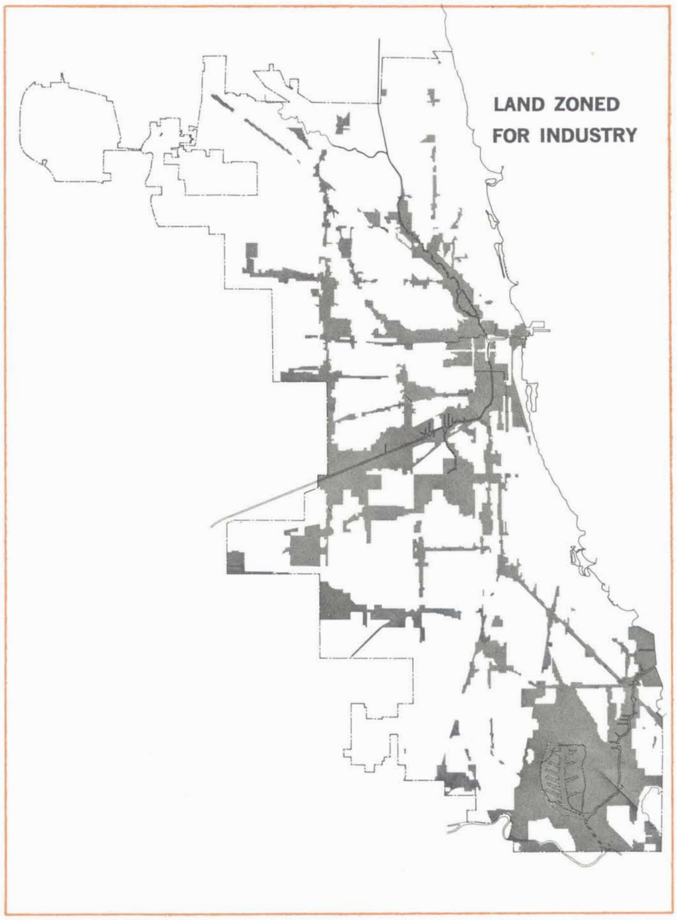
Industry in Chicago is related to broad policies for economic development, as well as to more specific proposals for transportation, housing, and community improvement.

The city's geographic location and transportation system offer many advantages for industry, but adequate sites are not always available for development and expansion. To obtain needed land and overcome the problems of obsolete buildings and poor environment in older industrial areas will require continued programs to improve both residential communities and industrial districts, in appearance as well as function.

The pattern of industry in the city already forms the basis of a system of "industrial corridors." Most major manufacturing plants adjoin railroads and waterways, and existing or proposed expressways parallel these industrial belts in many instances. By continuing to relate transportation improvements to this pattern and by planning industrial renewal projects in the corridors, the city can provide land to meet modern site requirements.



About one-fourth of the city's land is now zoned for industry.



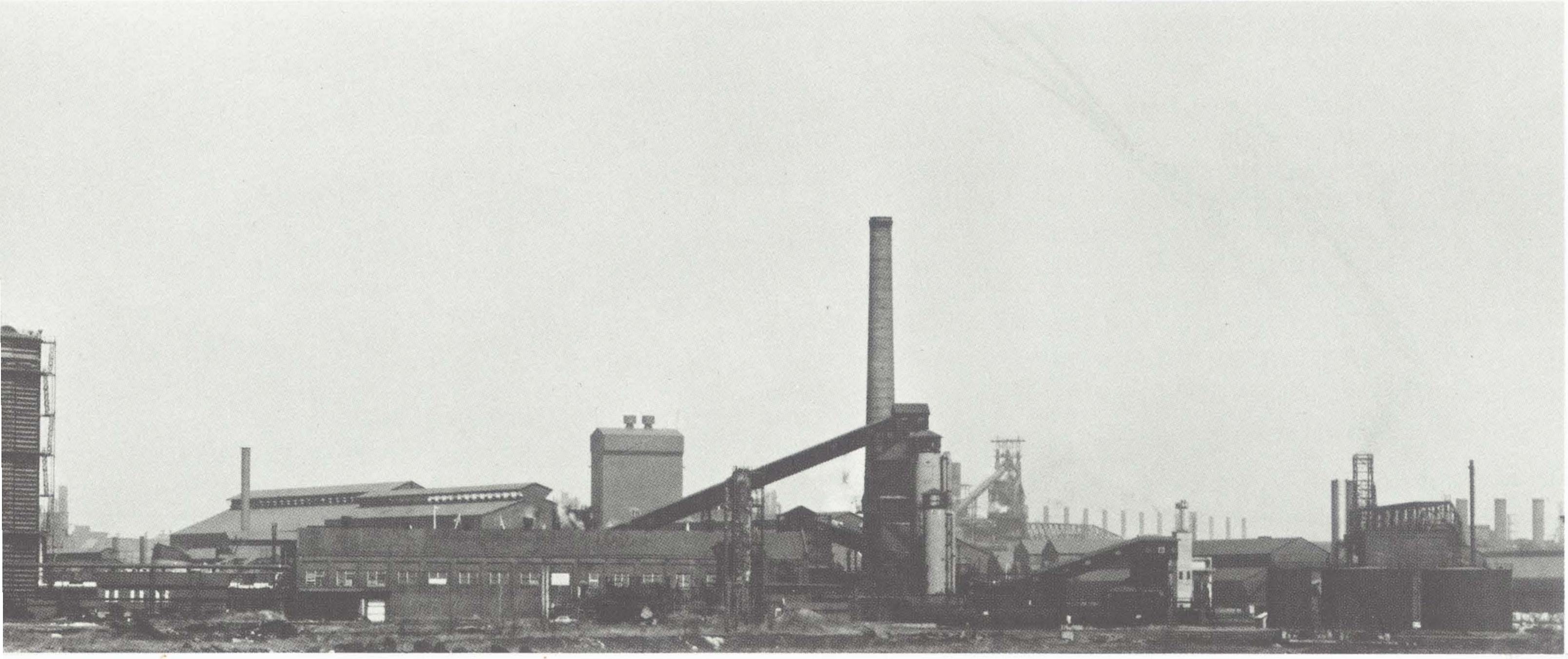
Chicago's industry—manufacturing and related activities such as wholesaling, warehousing, and trucking—is the largest single source of employment in the city. And despite the fact that employment growth has slowed, manufacturing will continue to be the most important single component of the city's economy, in terms of jobs and output.

Changing technology in manufacturing has created shifts in site and building type needs and in the size and character of the labor force. To meet these challenges, Chicago must be able to offer industrial land for expansion and new development on terms competitive with other sections of the metropolitan area and with other parts of the nation. Qualities of location, as well as the amount of land, are important. And the city must be insured that its labor force is geared to the fast-changing job-skill demands of modern industry.

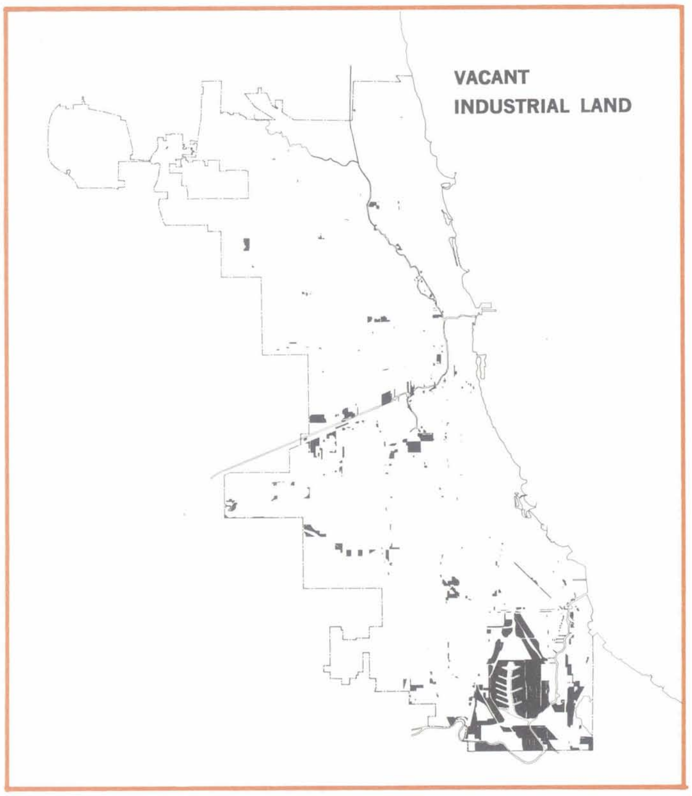
City government does not build industrial plants. The city, through its programs, offers inducements to private industrial development. Well-located land zoned for industry is one inducement. Another is access to transportation facilities. A third—and one which is increasingly important—is a good environmental quality. Chicago has vacant industrial land, railroad and expressway facilities, and areas with an attractive environment. What the city needs is to pull together these elements which offer so much potential for industrial development.

The Quality of Industrial Buildings

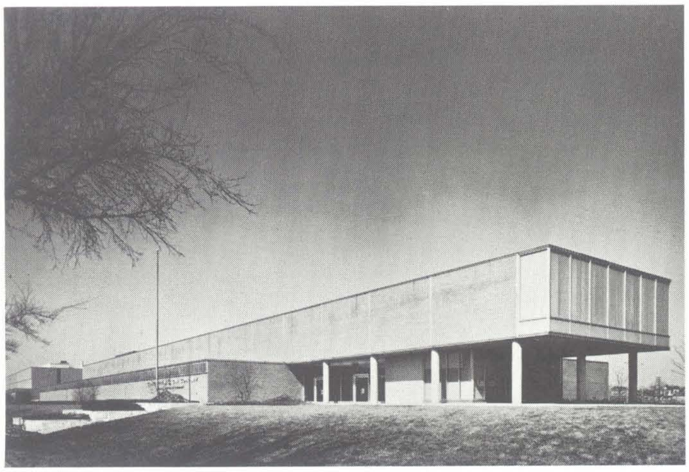
The city wishes to attract new industrial development, but another need is to accommodate the expansion and improvement plans of existing Chicago industries. Because of the rapidly changing technology of manufacturing, a great many Chicago industrial plants do not meet modern industrial requirements. A building quality survey conducted in 1962 rated more than 4,000 of the



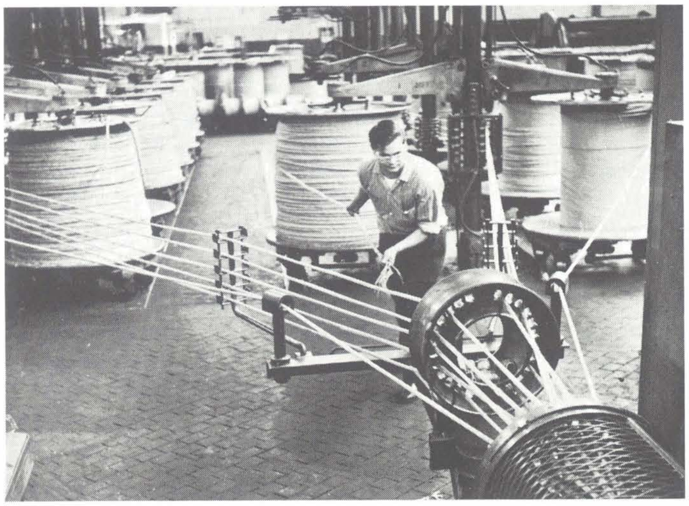
Chicago has a large potential for industrial development in the Lake Calumet-Calumet River area.



An example of a modern industrial building: Continental Can Company, at 76th and Racine, Chicago.



Many modern automated industries require fewer workers for large-scale operations.



city's 7,600 manufacturing structures by usefulness for general industrial purposes. (Non-industrial buildings used for manufacturing, special-purpose and small buildings were not rated.) Only 10 per cent of all the floor area in the rated buildings could be considered "highly desirable" for modern industrial use. Another 21 per cent was considered "suitable." And almost 69 per cent was rated "unsuitable" or "inadequate."

Most of this "unsuitable" and "inadequate" floor space was being used by firms at the time of the survey. High vacancy rates were not found. But the quality ratings are important for their long-run implications. Many of these firms will eventually seek new facilities. For Chicago the question is whether they will build new plants in the city or will move out.

Despite the fact that Chicago has been a major industrial center for more than a century, the present unsuitability of much of its manufacturing plant does not derive from old age and physical condition so much as it does from functional obsolescence. Changing technology has made buildings obsolete while they are still structurally sound. For one thing, too many of Chicago's industrial plants are five or more stories, in an age when most industry demands a horizontal, one- or two-story layout. Other factors which make industrial buildings obsolescent by modern standards include lack of off-street loading docks, the load-bearing capacity of floors, type of construction, ceiling height, column spacing, and the adequacy of elevators.

Changes in Site Requirements

In addition to the changing demands for type of structure, the city must adapt to changing site requirements. The increased use of trucks has reduced demand for sites near railroad lines. Because the cost of transporting raw materials and finished products represents a smaller portion of final product cost, there is less need for interdependent manufacturing plants to locate near each other. And most manufacturing employees today go to work by automobile or public transportation rather than on foot, so there is less need for industries to locate close to labor.

Many industries, then, are not so interested as they once might have been in locating near the denser areas of the city. Access to expressways is today a critical factor in plant location. Many firms use well-designed plants as advertisements by the side of busy expressways. Environmental quality is also more important today, and many industries try to locate near good residential areas—more for the quality of the area than for reasons of labor supply. There is also more concern today for design and integration of industrial plants and the facilities which serve them, as indicated by the success of carefully planned industrial districts.

Chicago's present pattern of industrial land use offers a broad range of choice in locations. But the emerging need is for more industrial land in outlying locations near expressways and less close to the Central Business District. Large amounts of land close to the downtown area are occupied by obsolete industrial buildings at a time when there is a substantial demand for residential development near downtown activities.

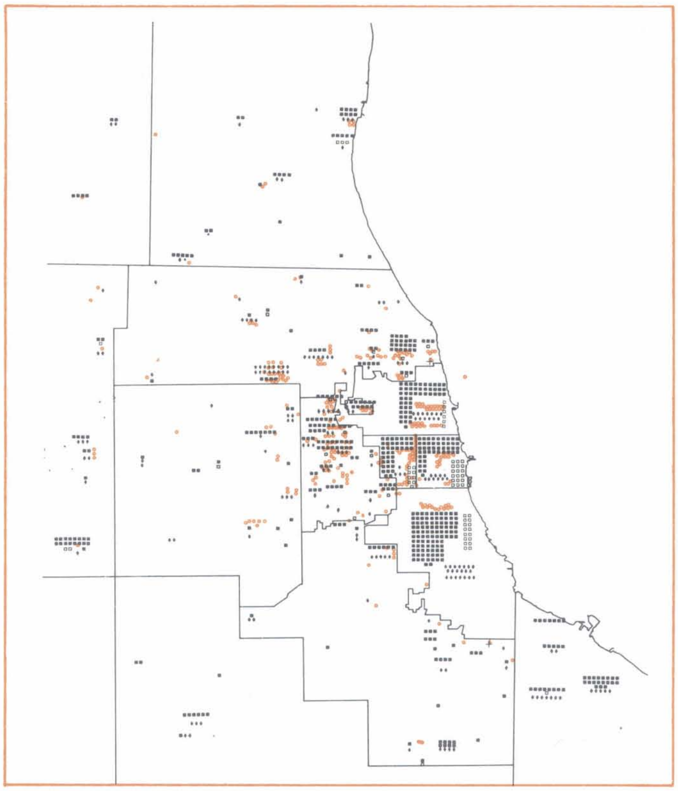
Warehouses and wholesale activities, with their heavy reliance on trucking, also require sites close to expressways. They have a greater need than most manufacturing plants for locations within the city, because of the importance of centralized distribution to serve the entire metropolitan area.

Land for Industrial Development

Modern industrial technology is reducing the number of workers per acre of industrial land as fewer but more highly skilled workers operate complex machinery. At the same time, many industries require one- or two-story plants, and most require off-street parking and loading space. As a result, a substantial increase in the amount of land used for industry is needed in order to maintain or increase industrial employment.

Although an increasing amount of industrial growth has occurred in the suburbs, Chicago has maintained a high level of expansion in recent years.

NEW INDUSTRIAL FIRMS, EXPANSIONS, AND MOVEMENTS CHICAGO METROPOLITAN AREA, 1958-1961



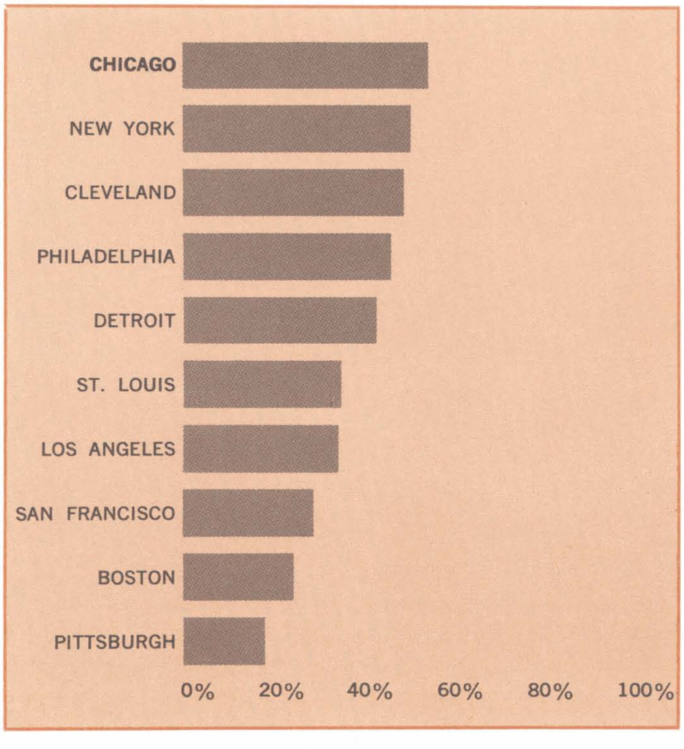
♦ NEW FIRMS

EXPANSIONS
■ IN NEW STRUCTURES
◘ IN EXISTING STRUCTURES

○ DESTINATIONS OF INDUSTRIAL MOVEMENTS

Of the nation's ten largest manufacturing centers, the Chicago metropolitan area has the highest proportion of manufacturing jobs in the central city.

PERCENT OF TOTAL METROPOLITAN AREA MANUFACTURING EMPLOYMENT IN CENTRAL CITY: 10 LARGEST U. S. MANUFACTURING METROPOLITAN AREAS, 1960



Almost one-fourth of all the city's land—nearly 40,000 acres—is zoned for industrial use. Not all of this land could be used for manufacturing, however. More than 11,000 acres are used by railroads, airports, and utilities, and over 1,700 acres are in other non-industrial uses. But nearly 8,400 acres are currently vacant. About two-thirds of this unused industrial land is near Lake Calumet and the Calumet River. There are many obstacles to the development of vacant land in that area—problems of environment, transportation access, and land ownership—all of which depress the marketability of the area.

Development of the vacant land around Lake Calumet will not answer all of Chicago's industrial land needs, however. Many plants in other parts of the city need land for on-site expansion.

The city must face up to other problems in the sound development of industrial land. Although there seem to be many sites potentially available for industry, tracts are often split into too many small parcels, or owners are holding land off the market until it can command the price they want. In many cases the development of land for industry has been hampered because of inadequate transportation access, or simply because the environment of the area is unsuitable.

Industrial Movement Trends

The move of manufacturing away from the city is a major and continuing concern. And that out-migration has been accelerating in recent years. Whereas the city showed a net loss to the suburbs of only two manufacturing firms in the 1947-57 decade, it lost 150 firms in the next four years. In the earlier period, about 39 per cent of all manufacturers who moved into the region located in the city. But from 1958 through 1961, this proportion was down to 24 per cent.

Out-migration is only a small part of the dynamic picture of industrial movement and expansion. Chicago has continued to receive new industrial investment. During the years 1947 through 1961, there were over 1,100 on-site expansions of Chicago firms, and more than 900 firms moved from one location to another within the city. The firms which moved but stayed in the city accounted for about half of all the Chicago firms which changed location. The other half moved out. Close to 600 new firms and branches were established in Chicago during the same period. Although this gain was substantial, it was not enough to offset losses from out-migration.

As a consequence of these changes in industrial location, the city's share of the area's manufacturing employment dropped from 71 per cent in 1947 to 54 per cent in 1961. This trend is typical of large American cities. But the important question is not Chicago's share of the region's manufacturing employment. Rather, it is whether there are enough industrial jobs in the city, whether industrial land is being developed properly to meet modern demands, and whether the city's existing industry can grow and prosper.

The predominant direction of industrial movement and new location has been toward the northwest, both within the city and in the suburbs. This area has been favored because of attractive environmental conditions and completed expressways. The Southwest Expressway, when completed, and the already opened Dan Ryan Expressway extend expressway service to other sections of the city with prospects for new industrial development. These facilities may help to counteract the trends of the recent past.

Policies for Future Industrial Growth

In the face of changing demands, too much of Chicago's industry is obsolescent, badly located, and lacking proper transportation access. The city must make more land available to industry, both for on-site expansion where needed and for relocation of industry to more suitable sites. Transportation access and environmental factors affecting available vacant land for industrial use must be

DIAGRAM OF EXISTING INDUSTRIAL AREAS

Some obsolescent industrial areas contain buildings that are structurally sound, but technologically out-of-date. The intermixture of industrial and residential uses is harmful to both industry and the community.

- 🟧 Area of "Highly Desirable" and "Suitable" Industrial Buildings
- ⬛ Area of "Unsuitable" and "Inadequate" Industrial Buildings
- ▨ Mixed Industrial-Residential Uses
- ▭ Vacant Industrial Land
- ▭ Existing Expressway

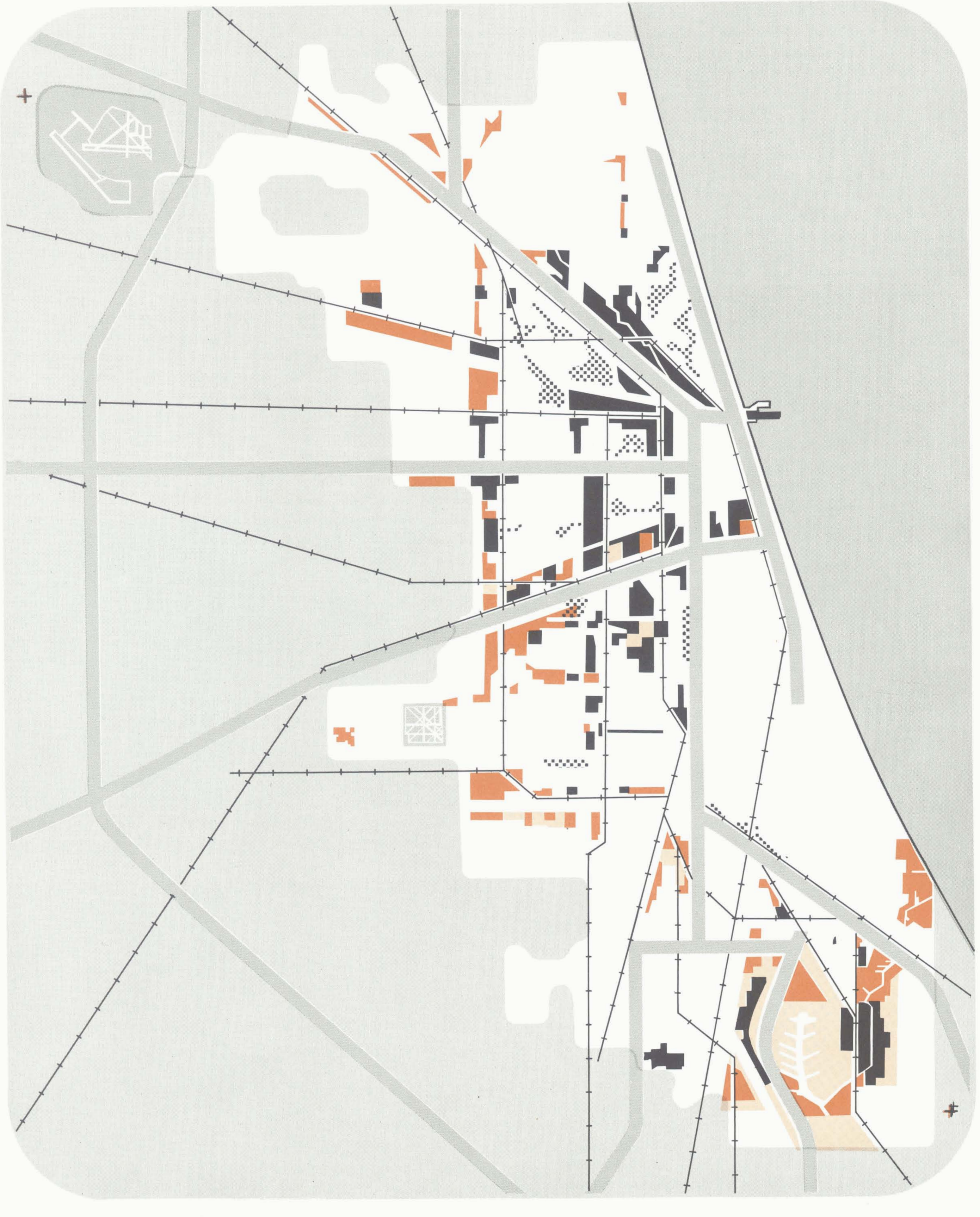
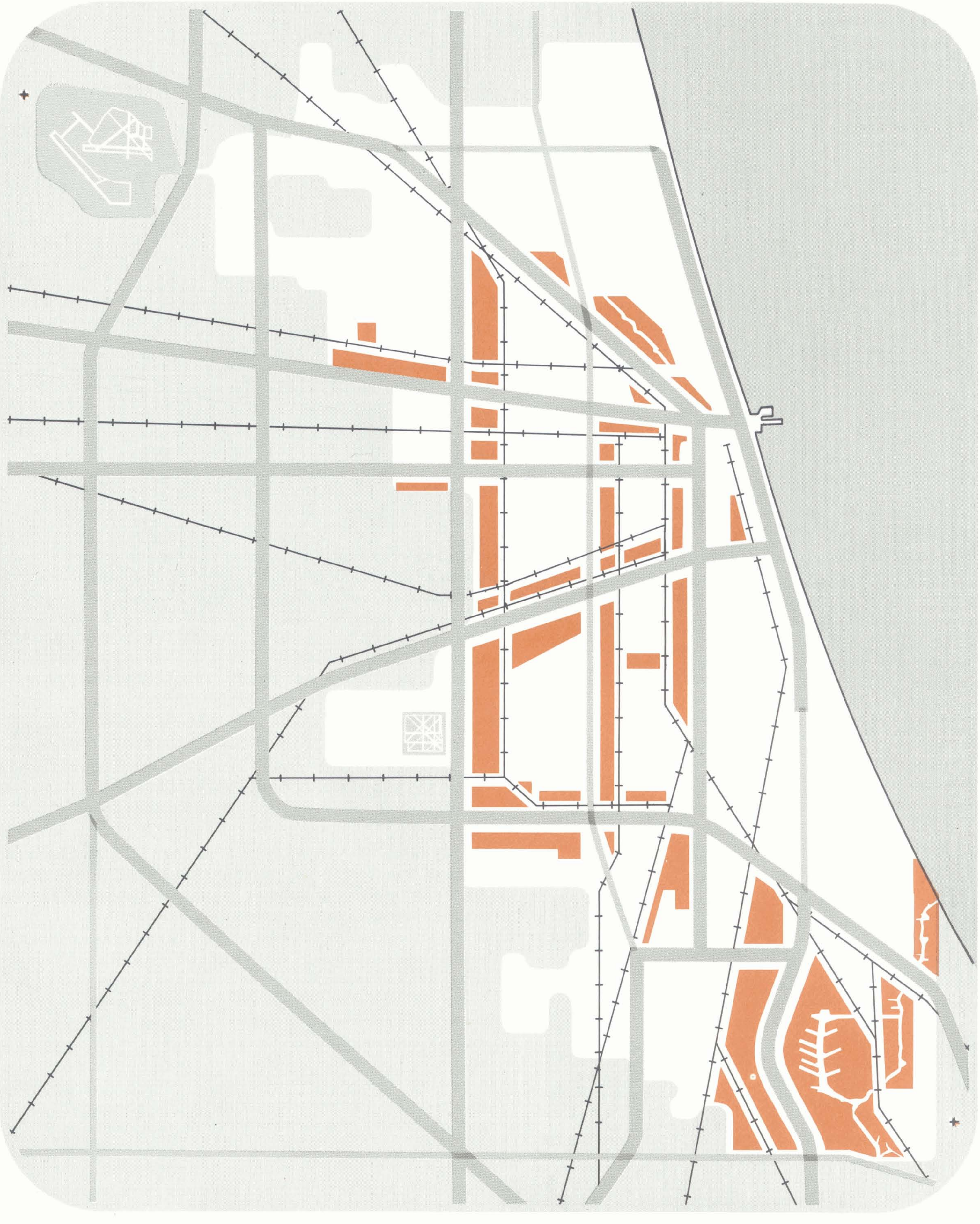


DIAGRAM OF PROPOSED INDUSTRIAL AREAS

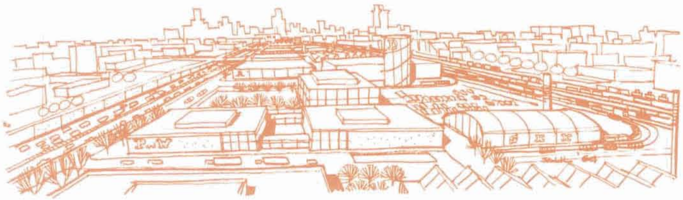
The proposed system would consist of industrial corridors between railroads and expressways, with a major concentration in the Lake Calumet area. Scattered industry would be located into the corridors. A substantial increase in the amount of industrial land is proposed.


🟧 Industrial Area
▨ Existing or Proposed Expressway or Class 1 Street
┼┼ Existing Major Railroad

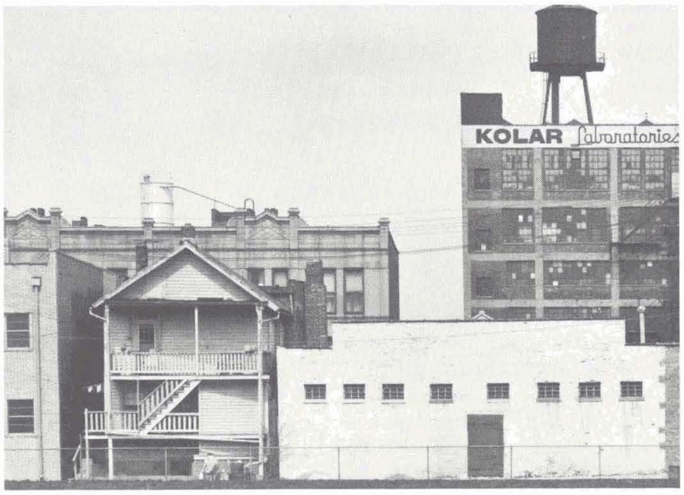
improved. More land should be provided for industry in those areas which already have the attractions for industrial development. To achieve these objectives, the Comprehensive Policies Plan proposes specific actions which include:

1. Developing industrial districts closely related to transportation facilities. This policy is aimed at a system of industrial corridors between railroads and expressways, running north-south and east-west, with two major industrial concentrations at Lake Calumet and in the vicinity of O'Hare Field. This does not mean that all expressways would be lined with industry from end to end. Some lengths of expressway pass between sound residential communities, and housing in these communities would not be displaced by industry. This policy takes into account the fact that most of the city's existing industry is located along railroad lines, and thus industrial corridors would offer the potential for sound expansion.
2. Relocating presently scattered industry into the industrial corridors. Present zoning regulations already express this policy, which has the dual advantage of improving residential environments and providing better locations for industries which are scattered and remote from good transportation access.
3. Clearing out mixed land uses, particularly obsolete housing, in the development corridors. This land would then be redeveloped for industrial use. At the same time, the city reiterates its policy of not introducing new industry into predominantly residential communities.
4. Separating various sorts of industry into roughly homogeneous groups. Some industries demand clean, prestigious environments and dislike operating adjacent to other plants which have open-lot storage of raw materials or extensive truck activity. Through zoning and urban renewal, the city proposes to develop industrial districts in which different types of industrial activity are kept apart.
5. Improving the accessibility and environmental quality of the large industrial areas in the Lake Calumet-Calumet River area. Construction of the Dan Ryan Expressway has already helped measurably in this regard, but the city also proposes extending some major streets to the area and is developing an air pollution control program which will improve the whole environment of the area. Additional landfill is needed to complete the development of the Lake Calumet Harbor complex and to make other low-lying parts of the area usable for industry.
6. Providing special service and assistance to industries which want to move into Chicago or those which need to expand.
7. Retaining at their present sites large, good quality plants which are poorly located, until they wish to expand or relocate. The city would then aid them in obtaining suitable new sites in Chicago.
8. Relocating the wholesale food markets. The three present markets—Randolph Street, Fulton Street, and South Water Street—are by and large of inefficient and obsolete design. The city proposes a single, modern, efficient food market.
9. Locating new truck terminals and warehouses as close to expressways as possible, at sites which will provide maximum efficiency for distribution. This is the city's present policy as expressed in the Zoning Ordinance, which established districts for unified truck terminals with direct access to expressways. Some of these districts are in or near the central area.
10. Upgrading and expanding the job skills of the city's labor force. The city's policies for education are instrumental in this vital task. But the labor force must also be adequately housed, and be able to enjoy the full range of benefits of a well-functioning, esthetically pleasing urban environment. The city's policies regarding residence, community facilities, and semi-public facilities all aim at achieving this objective, and thereby have the added effect of strengthening the city's whole economy.

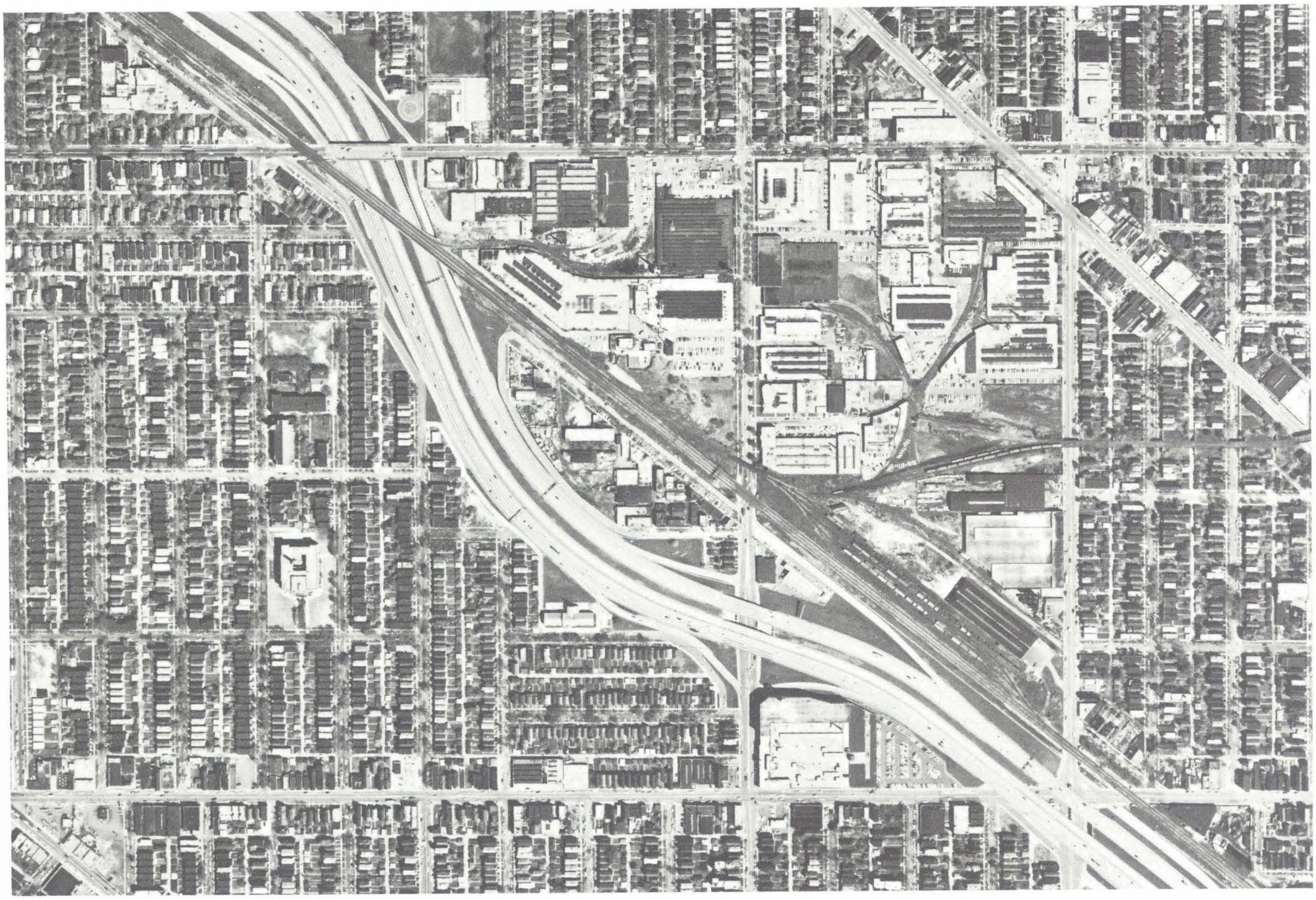
Rail lines and expressways would bound and provide service to the proposed industrial corridors.



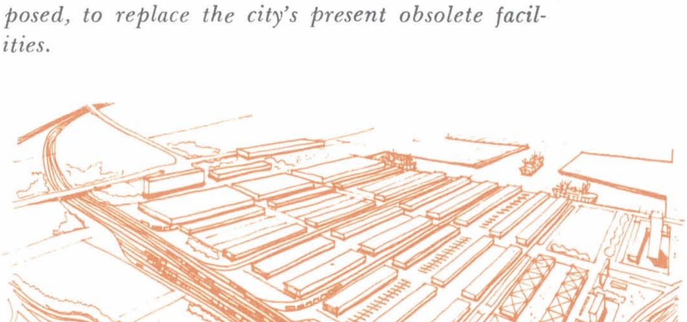
Obsolete housing should be removed from industrial areas.



The Avondale-Kedzie industrial district, served by the Kennedy Expressway and the Chicago and Northwestern Railway. This is an example of a planned industrial area in Chicago.



A single, modern wholesale food market is proposed, to replace the city's present obsolete facilities.



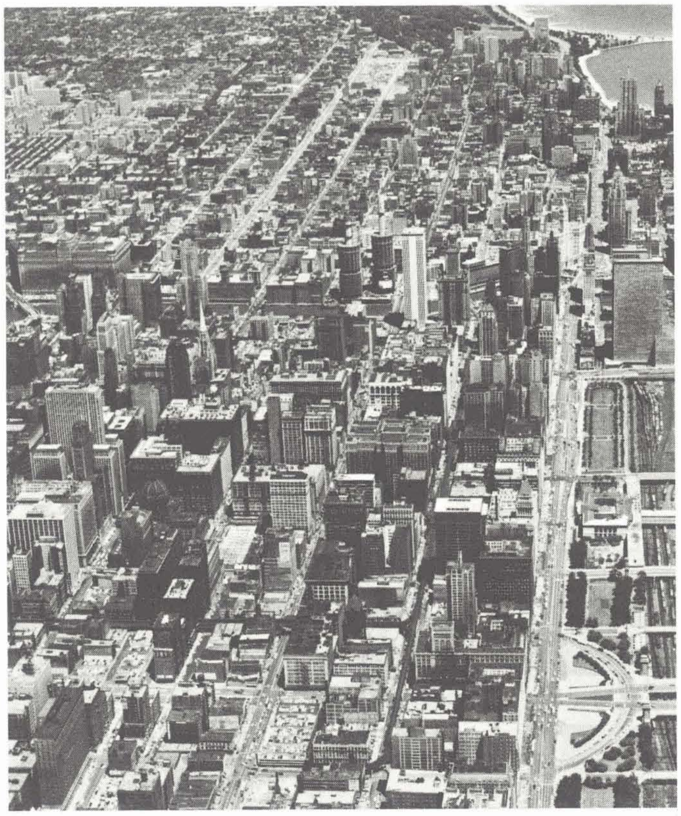
IX BUSINESS

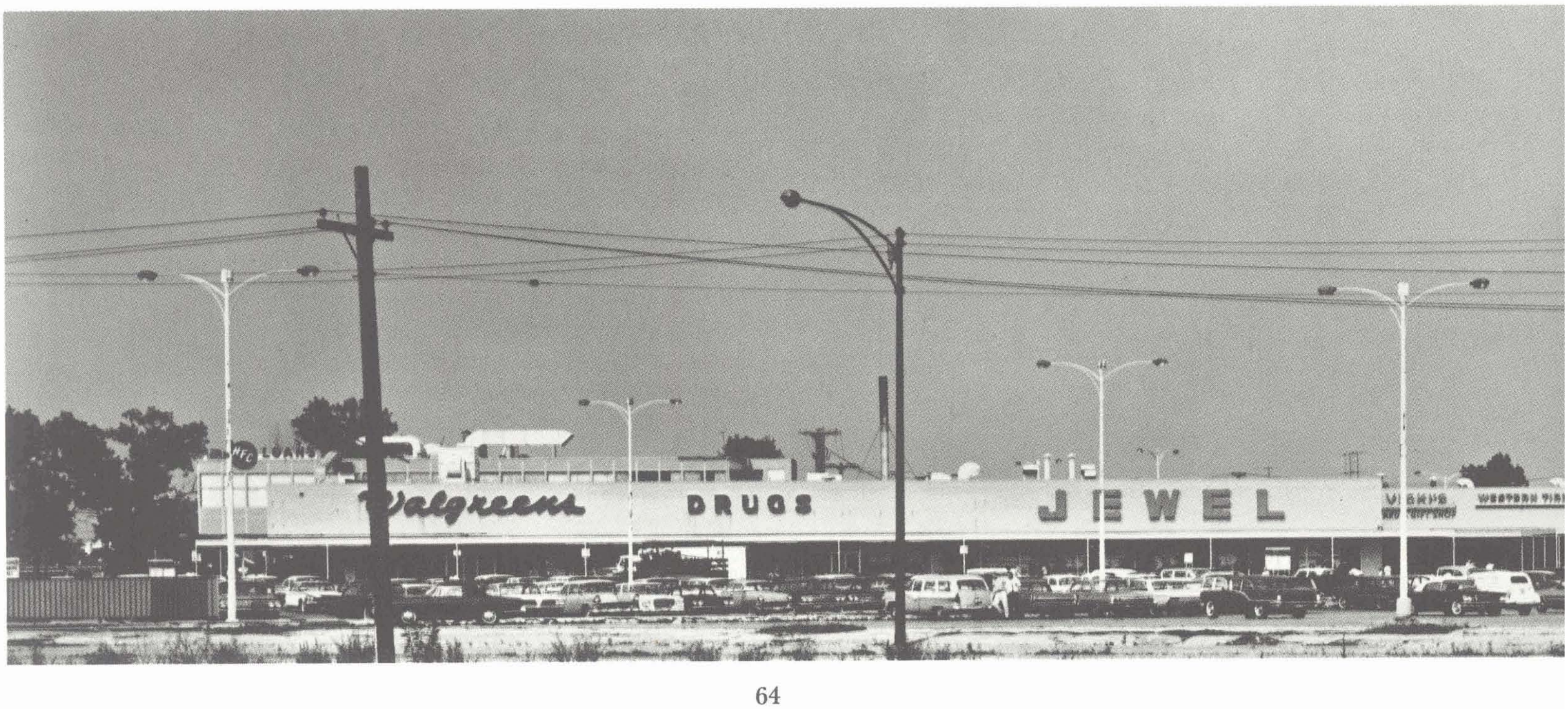
The distribution of people is the key factor in determining the best locations for the various kinds of business centers. The size and income level of the population living in a business district's service area determine the strength, size, and quality of the center. To the extent that Chicago attains a growing and diversified population and generally higher income levels, business will be strengthened. The pattern of streets, expressways, and public transportation determines the best sites for business centers.

Chicago's role as a regional headquarters city provides an opportunity for further expansion of the Central Business District and other business centers in the city. To take advantage of this potential will require continuing renewal programs and transportation improvements.

Business facilities are important to the improvement of the total city environment. Pleasant, well-designed shopping districts attract customers and improve the appearance of their surrounding areas, in addition to providing needed services.

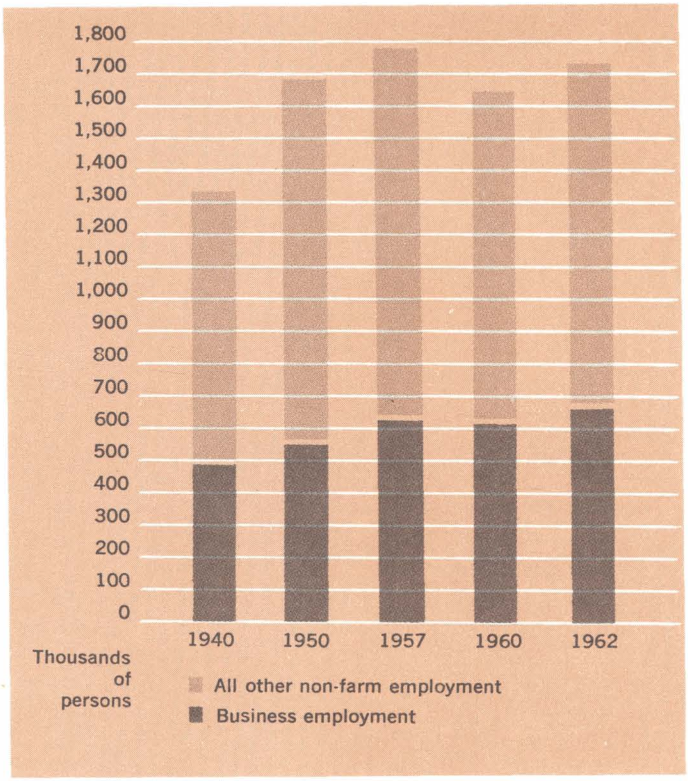
Chicago's Central Business District is the location for much of the region's business growth.





Business employment has become an increasingly important part of the city's total jobs.

CITY OF CHICAGO, TRENDS IN BUSINESS EMPLOYMENT, 1940-1962



Business activity includes retail trade, office functions, hotels, commercial entertainment, and professional and personal services. Two of Chicago's fastest growing economic activities are in this category: "service industries," including such diverse functions as advertising, laundry and dry cleaning, medical clinics, and automobile repair; and the finance-insurance-real estate group.

Together, Chicago's business establishments employ 673,300 workers, about 40 per cent of the city's total civilian jobs. While all sectors are not growing at the same time (retail trade is declining slightly while the service and finance categories are expanding), Chicago's business activity is showing continuing strength.

Much of this strength derives from Chicago's position as the business center of the vast Mid-Continent region: The Chicago Central Business District, the core of the city's business growth, offers economic advantages provided nowhere else in the entire Midwest. It is an economic capital, a center for communication and decision-making through face-to-face contact, a meeting place for people of diverse backgrounds, skills, and ideas. It is a market for buyers and sellers from all over the nation and the world. It offers a unique range of goods and services for both general and special markets, including business visitors and tourists as well as residents of the Chicago region.

In its functions, then, Chicago's Central Business District is the most important square mile in the whole region. Concentrated in that area, representing only one per cent of the region's land, is 14 per cent of its work force and 16 per cent of its total floor area. Over one million persons make the trip into the District daily—more than 10 per cent of all trips made daily throughout the whole region.

Chicago's Business Districts

Although the bulk of Chicago's business activity is concentrated in the Central Business District, it is not the whole story. Business outside the downtown area occupies eight square miles. On this land there are over 55,000 outlying retail, service, and office concerns, most of them strung like ribbons along major streets.

Goldblatt's
Goldblatt's

DIAGRAM OF EXISTING BUSINESS AREAS

"Ribbon" development along major streets and business centers at street intersections are dominant patterns. New planned shopping centers have been built in some parts of the city.

	Center	Strip
Good Condition	●	▬
Fair Condition	●	▬
Obsolete	●	▬

Size of Center:

- ▨ Central Business District
- ● Major Regional
- ● Regional
- ● Community
- ● Neighborhood
- ■ Planned Center

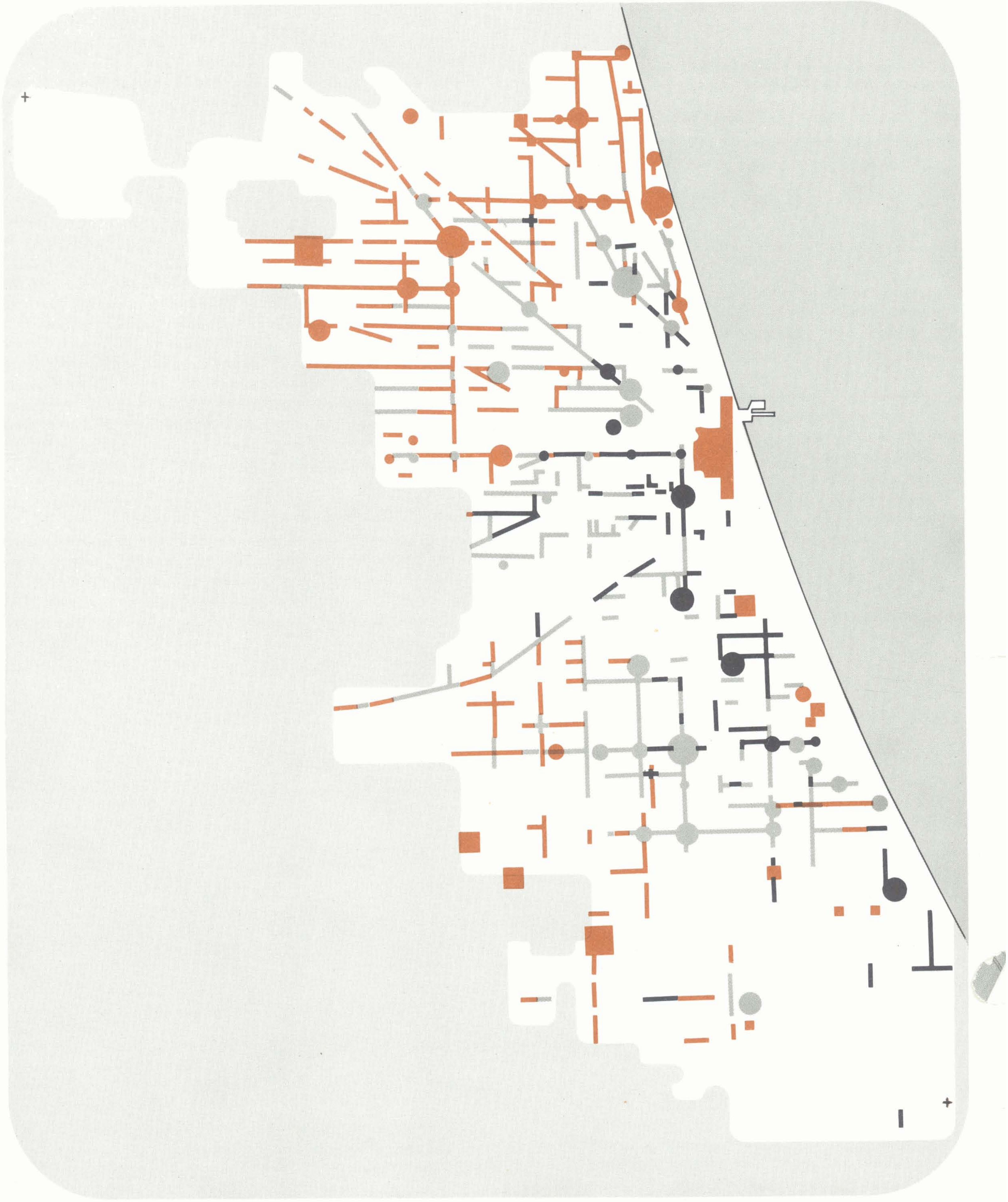
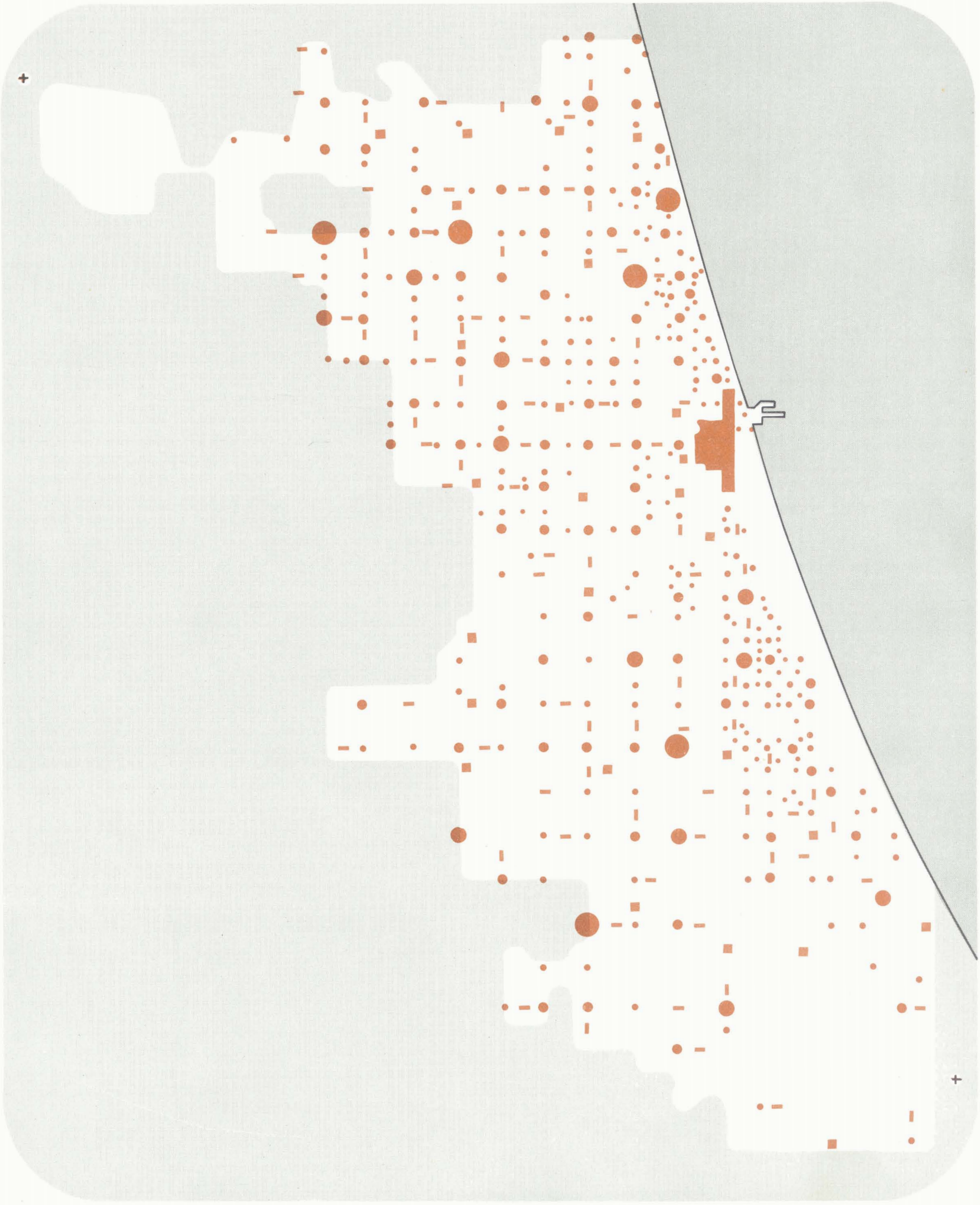
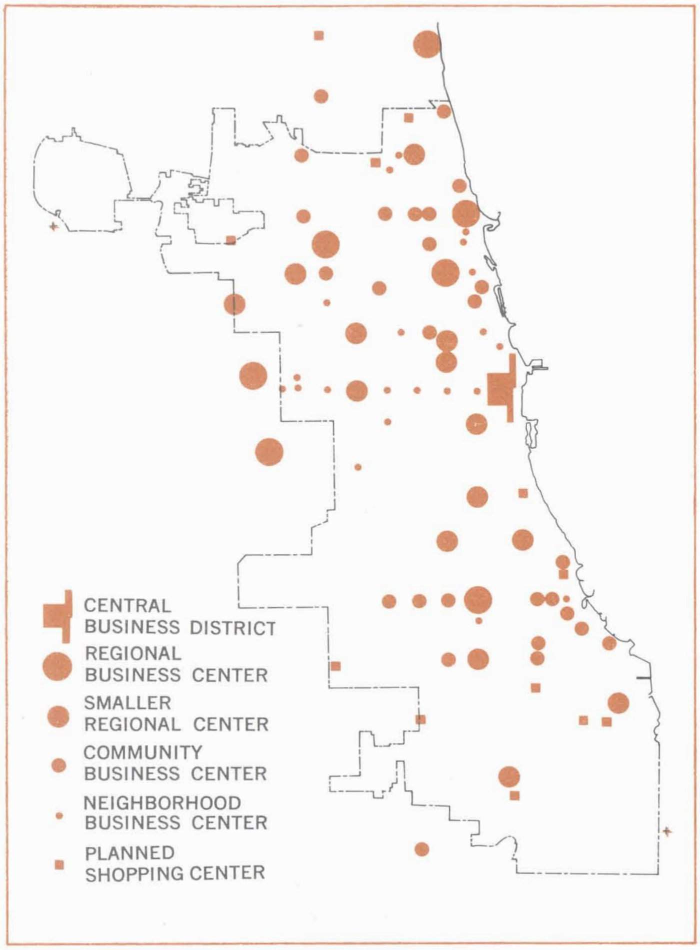


DIAGRAM OF PROPOSED BUSINESS AREAS

Under the proposed system, deteriorating "ribbon" business development would be removed. Well-located existing business areas would be rehabilitated. Attractive new centers would be built in renewal areas and outlying parts of the city.

- ▮ Central Business District
- ● Major Regional
- ● Regional
- ● Community
- • Neighborhood
- · Convenience
- ■ Regional Special Service District
- ▬ Community Special Service District





Chicago's business centers function as a system, with each level serving a certain trade area and offering a particular range of goods and services.

Chicago's business districts consist of three major categories: (1) a wide range of retail trade areas (shopping districts); (2) the "ribbon" development trailing down major streets; and (3) various business areas which perform special functions.

The retail trade areas can be broken down into six different types, based on their size and variety of stores:

1. The Central Business District itself, the center of retail trade, as well as office and financial activity;
2. Four major regional business centers, each of which has two or more department stores, a variety of small retail stores, and special service establishments;
3. Sixteen smaller regional centers, each of which has fewer stores than the larger centers and serves a less extensive trade area;
4. Twenty-eight community business centers, most of which have five-and-ten stores and clothing stores as major establishments;
5. About 135 neighborhood business centers with supermarkets, drug stores, and such smaller services as laundries and barber shops;
6. Convenience or "street-corner" areas, usually a small grocery-drug store combination serving only a two or three-block radius.

These retail centers serve trade areas, and the population and income level of the area served determines the type and number of stores. Population shifts within the city and absolute decreases of population in some communities have reduced buying power in some areas, and modern shopping centers built outside the city or at its edges have cut into trade of older established centers.

Other forces are at work to reduce the demand for retail space. These include increased automobile ownership, permitting people to shop farther from their homes; improved food preservation which means fewer trips to the store; and a trend toward much larger stores with a fuller range of goods. This means that fewer small stores are needed, and fewer small retail centers are required because people are shopping at the larger centers where a greater choice of stores is available.

The number of stores in Chicago shopping districts has declined even in areas which have maintained their population and income levels. Communities which have experienced large population declines have had even greater losses in the number of establishments. Chicago's improvement programs which encourage families to stay in and move into older communities can reduce declines due to population loss, but decreases in number of stores due to changes in shopping habits and retailing methods cannot be reversed by public programs. Plans for community areas must recognize the difference between these two types of change.

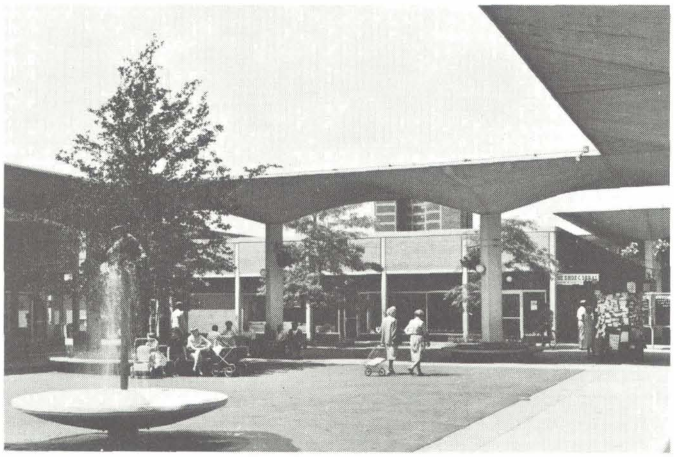
The second major category, "ribbon" development, comprises nearly 80 per cent of all the first-floor business space outside the Central Business District. These strips consist of two basic developments: (1) automobile-oriented business, such as gas stations, motels, and drive-in restaurants and theatres; and (2) special varieties of firms which do not need shopping center locations; these are specialized establishments that a customer does not visit very often, such as furniture stores, building supply yards, radio-TV sales and service, or plumbing-heating firms.

Many of the buildings occupied by these firms are obsolete and have inadequate parking. Much of Chicago has more business space than is needed. Vacant lots and residential structures often are scattered along streets zoned for business. In 1961 almost 14 per cent of the first-floor space in the strip developments was vacant. And the city-wide vacancy rate for upper-floor space outside the Central Business District was 27 per cent.

The third type of business district, the specialized function area, consists of clusters of similar businesses, such as medical centers, automobile rows, or the Maxwell Street market. Such clusters occur because of the advantages of comparative shopping, advertising economics, or pooling of special services. These centers usually demand convenient accessibility to a large trade-area population and therefore must locate near expressways or major streets.

To achieve its potential for jobs and growth in business, Chicago will need to provide enough space in good locations for all kinds of business activity. However, less land will be needed for business than is now in use, because of changes in retailing methods and consumer habits. More space will be needed for off-street parking, but usually not in the same ratio in the city as in suburban shopping centers. Chicago's retail centers are better served by public transportation, and the city's higher population densities mean that more people live within walking distance.

Land was made available for the Hyde Park Shopping Center through urban renewal. Building a modern, attractive center can help to improve the total community environment.



53rd-Kimbark Shopping Plaza, built by neighborhood merchants on land cleared in the Hyde Park-Kenwood Urban Renewal Project.

53
KIMBARK
PLAZA

An "automobile row:" One of many kinds of specialized business districts.

PEOPLES
PONTIAC
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Policies for Business Growth

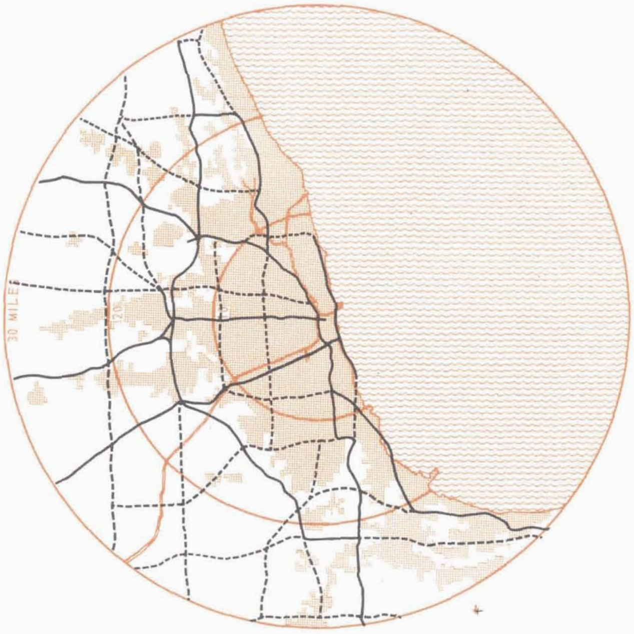
Changes in shopping habits and in retailing have been reflected in shifts in the demand for retail and business space. The city aims to develop a pattern of business centers which are attractive and convenient and which provide Chicagoans with a full range of shopping needs and business services. Policies to achieve this goal include:

1. Developing a system of business centers and special business service districts by the construction of new facilities where they do not now exist and by the rehabilitation of existing centers where they are well-located. Inefficient and unattractive business centers that have developed at major street intersections would be redesigned to offer better off-street parking and a more pleasant environment. In many cases this can be done through the use of urban renewal techniques.
2. Stimulating construction of new shopping facilities by community merchants in urban renewal areas, where the present distribution of establishments does not offer customers convenient service and is unsuited to effective rehabilitation. The 53rd and Kimbark Shopping Plaza in the Hyde Park-Kenwood Urban Renewal Area is an example of this kind of development.
3. Creating special service districts, which would serve community and even regional customers, at the edges of residential communities on major streets and expressways. These districts would provide space for the firms now located in ribbons along major streets and for the special function groups of business. Street congestion would be avoided by a system of special access drives into the districts and by well-planned parking areas. Some of these districts would, like the business centers, be developed through rehabilitation of existing special service districts, while others would be entirely new. These special business districts could also offer locations to office activities which want to locate in Chicago as a regional headquarters city but do not require space in the Central Business District.
4. Reducing the excessive amounts of land now zoned for business use.
5. Strengthening the Central Business District as a center for retail, office, cultural, and recreational activity by improving the transportation facilities serving it, by building additional off-street parking peripheral to the business core, and by fostering the construction of new housing close to downtown. Substantial progress on all of these policies has already been made.
6. Improving outlying business centers by providing better transportation and parking facilities and by upgrading the adjacent residential environment. The city's policies for population accommodation and environmental improvements would help to maintain or increase population and buying power in the trade areas served by business districts. These policies, in turn, would help to increase the demand for retail goods and business services.

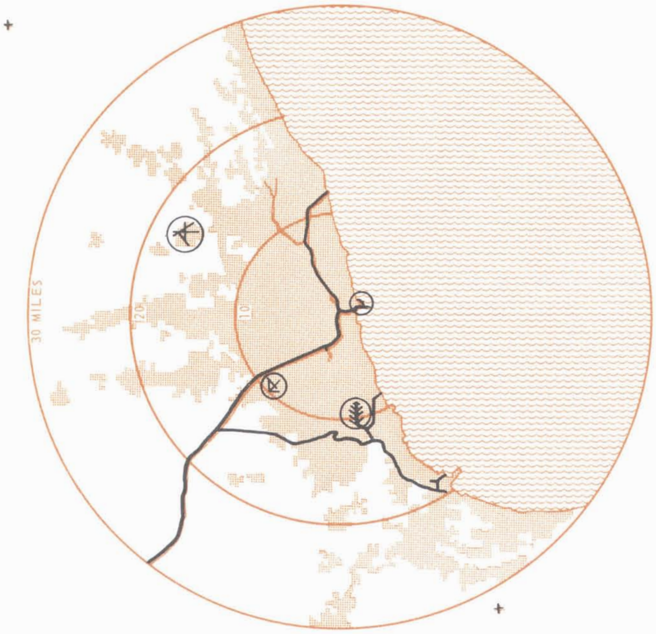
X TRANSPORTATION

Transportation ties all parts of the city together and makes the city accessible to the region, the nation, and the world. It establishes critical links among the various systems—of residential areas, community facilities, industrial districts, and business centers—and acts as the chief factor in determining the most appropriate locations for each land use.

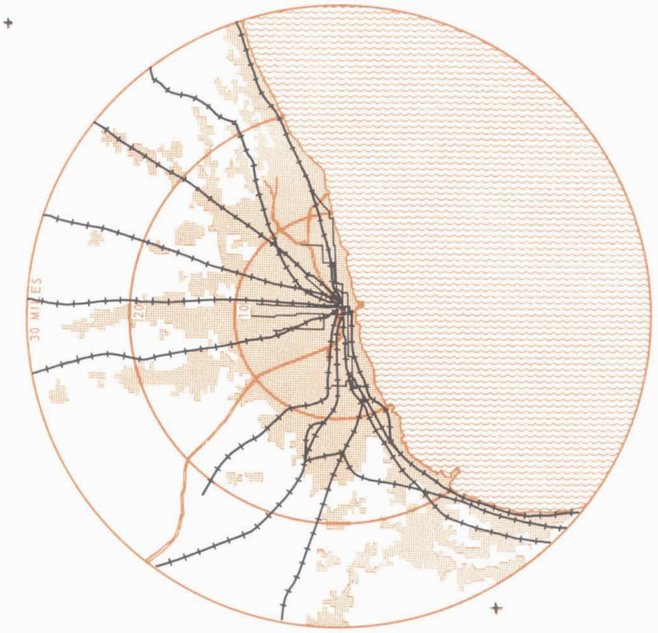
The street system serves residential areas and also defines the boundaries and centers of neighborhoods and communities. The public transportation system is essential to the maintenance of centers of intensive development characteristic of a great city. Inter-regional railroads, airports, and water ports are important physical facilities in themselves, and can also encourage industrial development in nearby areas. Improvements in all elements of the transportation system are essentially related to the entire range of physical, social, and economic goals embodied in the Comprehensive Policies Plan.



THE EXPRESSWAY SYSTEM



THE AIRPORTS, PORTS AND WATERWAYS SYSTEMS



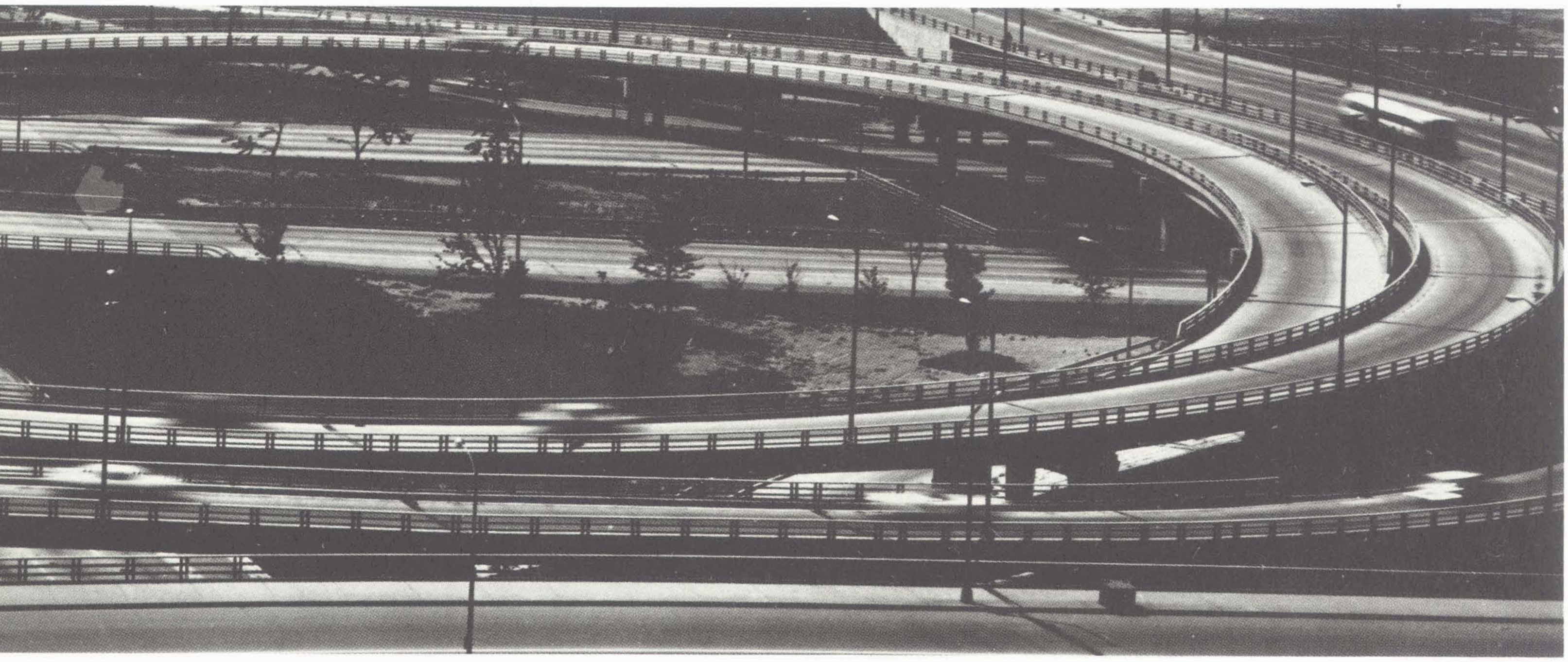
THE PUBLIC TRANSPORTATION SYSTEM

A fundamental aim of the Comprehensive Policies Plan is to develop proposals which will promote the growth and effectiveness of a smoothly functioning transportation system. Such a system would not only serve various land uses, but would also shape and locate them, providing opportunities for better environmental conditions in industrial as well as residential areas.

In the perspective of the city as a vast interrelationship of systems, transportation performs the critical function of holding all other parts of the system together. The strengths of the transportation web are reflected in the strengths of industry, commerce, and the residential environment. On the other hand, transportation's weaknesses tend to diminish the value of *all* the city's parts.

It is apparent then that the location and functioning of the several elements which comprise the transportation system—highways, arterial and local streets as well as rapid transit lines, ports, waterways, and air terminals—must be mutually complementary if the Chicago region is to remain healthy. Developing such a balanced, integrated transportation system is a key objective of this plan. And the accomplishment of this goal will be translated directly to the achievement of the plan's over-all objectives:

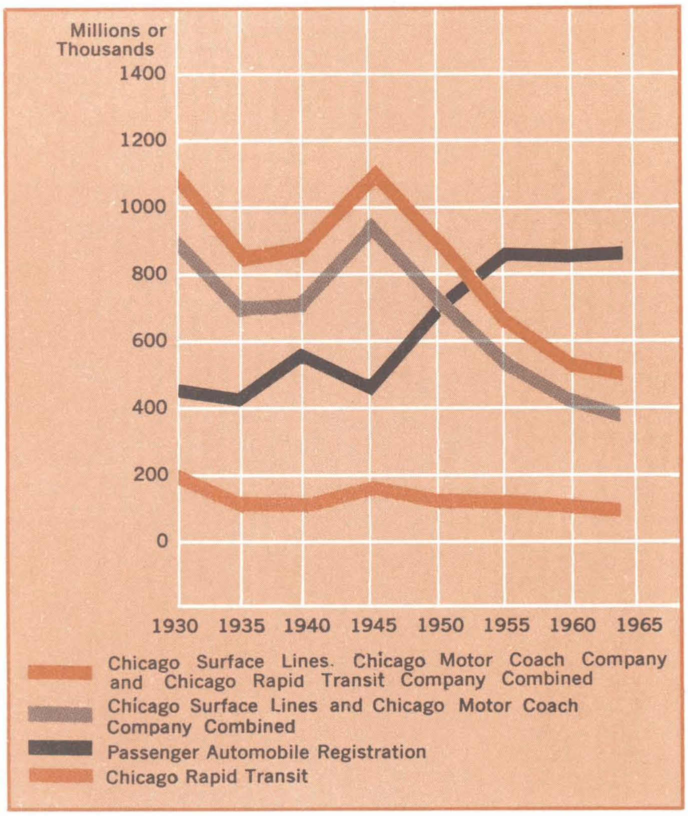
- The residential environment will be greatly improved by the upgrading and redesign of major streets and the removal of through traffic from local streets.
- Human opportunities will be broadened as better transportation cuts down travel time among different areas of the city and the region. The worker who changes his job will not have to change his home as well in order to live within reasonable commuting distance. And recreation areas, cultural attractions, and community facilities will all be more conveniently accessible.
- The economy will be strengthened because locations suitable for business and industry will be more convenient to customers and employees. Delivery and shipment of goods will become more efficient. And the employer will have a large labor force accessible to him.



New air conditioned cars placed in service in 1964 by the Chicago Transit Authority.

Rapid transit ridership has remained fairly steady since 1950. However, since 1930 public transportation ridership has declined more than 50 per cent.

REVENUE PASSENGERS ON CHICAGO TRANSIT AUTHORITY PROPERTIES AND AUTOMOBILE REGISTRATION IN CITY OF CHICAGO
Years 1930 to 1963



Scales Read in Millions Except for Category, Passenger Automobile Registration, Which Should Read in Thousands

The Chicago area today has a highly developed transportation system. Perhaps more than any other American city, Chicago has been nurtured and made strong by the vast web of facilities which have grown up in and around it. The city first was the junction between two great waterway systems—the Great Lakes and the Mississippi—and later became the rail center of the nation. The city's massive concentration of industrial strength and its eminence as a regional headquarters city are results of its strategic location.

The transportation system today consists of local mass transit (buses, rapid transit, and commuter railroads), freight and long-distance passenger railroads, highways and streets, waterways, and terminals for rail and truck traffic as well as air travelers and freight. Over the past 50 years, service by newer kinds of transportation—automobiles, trucks, buses, and airplanes—has virtually wiped out ship passenger service and drastically reduced long-distance rail passenger traffic. The once pre-eminent position of railroads as freight carriers has been challenged by truck, pipeline, and air service, although the total volume of railroad freight has increased. Barges and ships continue to be important freight carriers to the Chicago area.

Chicago has not ignored these changes in modes of transportation. The city and region are benefiting from continuous improvements to all elements of Chicago's system, from highways and rail lines to waterways and ports. The city today is the hub of the federal interstate highway system in the Midwest. O'Hare Airport is a major and modern facility for national and international flights. Midway Airport has been re-activated for commercial flights. The St. Lawrence Seaway and improvements to the inland waterway system have made Chicago an important terminal and transfer point for barge and ship freight traffic. Railroads have been modernizing equipment and developing new methods of train assembly which will require different standards for yard size and location. Goods-handling techniques using new kinds of containers have enhanced coordination between rail and truck services.

Although the transportation network is really one cohesive system, movement on the system can be classified in two ways:

1. Local movement of people and goods in and around the metropolitan area.
2. Inter-regional movement of people and goods between the metropolitan area and the rest of the country.

The Local System

Not so long ago, most of Chicago's people moved about the city by streetcar, the "El," or commuter railroad—and often on foot. These modes of transportation demanded heavy concentrations—of housing, commerce, and industry—and Chicago's dense downtown and major shopping districts are landmarks of those times. Residential communities grew close to industrial districts located along the rail lines that threaded through and around the city.

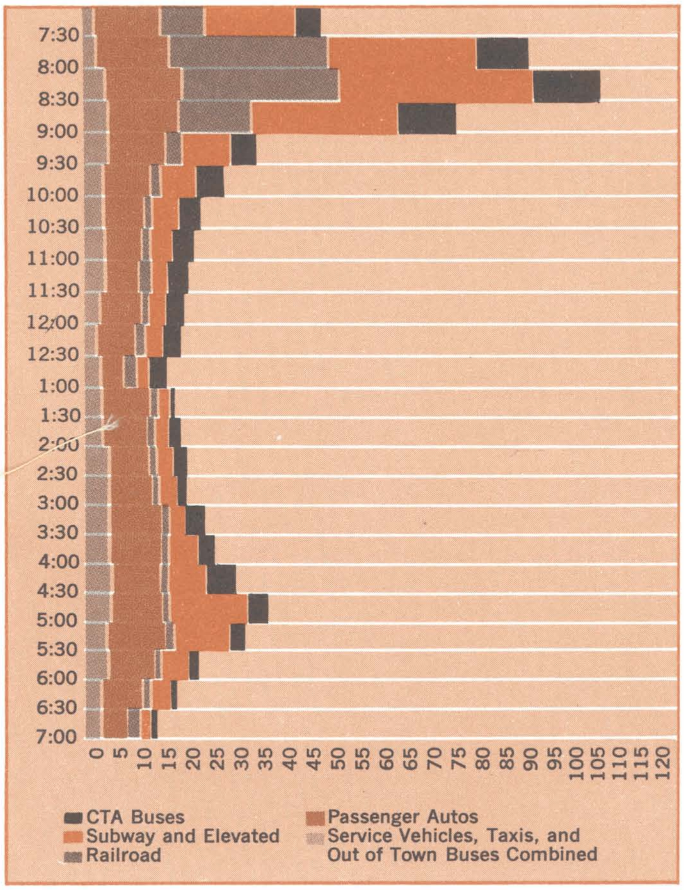
The Highway Revolution

The coming of the automobile produced radical changes in the functions, appearance, and growth patterns of Chicago, as well as every other American city. People were no longer dependent upon railroads and streetcars, and could move to areas not served directly by these facilities. Industry also had a wider choice of locations. As a result, the suburbs and outlying parts of the city grew, while the entire region remained an economic unit, tied together by new, more flexible forms of transportation.

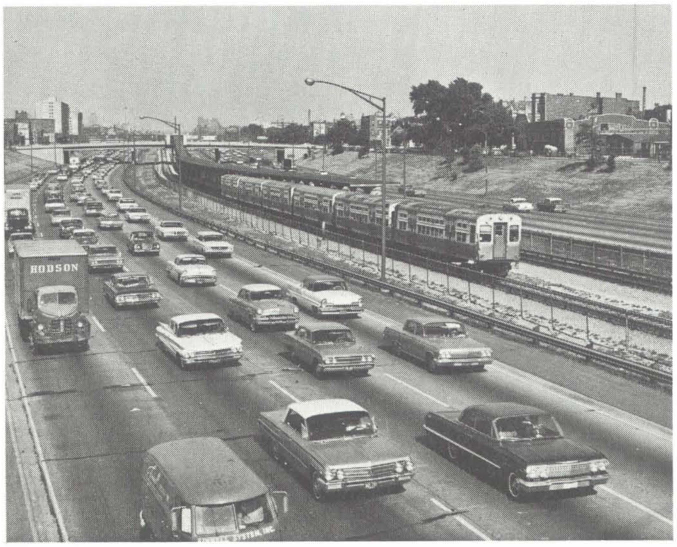
Today the automobile is used for about 65 per cent of all person-trips in the Chicago metropolitan area, and the Chicago Area Transportation Study estimates that by 1980 the number of daily automobile trips in the area will reach 15.6 million, about twice the number in 1956. These are figures including a very large area outside the city, but the implications are clear—the automobile will continue to play a major role in the local trans-

The great majority of people entering the Central Business District during the morning rush period come by some form of public transportation.

PASSENGERS ENTERING CHICAGO CENTRAL BUSINESS DISTRICT BY VARIOUS MODES, HALF-HOUR PERIODS ON TYPICAL WEEKDAY, MAY 1963



Rapid transit line in the median strip of the Eisenhower Expressway. Chicago was the first city in the United States to build this type of combined transportation facility.



portation system in the future. However, mass transportation will continue to be an important service, especially inside the city.

Chicago's street system is the conventional grid, laid out with major streets at mile and one-half mile spacing. There are also a number of diagonal streets, some of them tracing old Indian trails, which bisect the junctions of major streets of the grid pattern, forming six-spoked intersections—creating some of the city's most difficult traffic problems.

More recently, a number of expressways have been built in Chicago. These carry traffic to and from the Central Business District and also serve large volumes of north-south and east-west crosstown traffic. The new roads have considerably shortened travel time within the city and have tied the various parts of the metropolitan area more tightly together. They have also helped to improve public transportation by the installation of the rapid transit line in the median strip of the Eisenhower Expressway. Provision has also been made for rail or bus rapid transit lines in the median strips of other expressways.

Highways and streets, rather than public transportation, have received the main share of public investment in recent years. This fact has helped to encourage more use of automobiles, trucks, and buses.

PUBLIC TRANSPORTATION

While the automobile has become the most widely used means of travel, public transportation riding throughout the nation has suffered a simultaneous decline. Since 1927, when there was a weekday average of 3,325,000 public transit riders in Chicago, the volume has declined more than 50 per cent to a weekday average of 1,607,000 in 1963. The decline has not been steady, and it has not been entirely due to increasing automobile use. Other major factors were the change from a six-day to five-day work-week, a change from three-shift to two-shift manufacturing operations, and changes in social and recreational patterns. During the depression of the 1930's there were about 2,350,000 riders a day, and during and just after World War II the number of riders rose almost to the 1927 peak level. Since then there has been a steady decline in total volume, although rapid transit riding has remained quite stable since 1950.

Improvement and extensions of service have been made in the public facilities of the Chicago Transit Authority. Nearly $200 million has been invested in modern rail cars, buses, maintenance shops, and other facilities. New trains and buses have been added on nearly all lines, and consolidation of the three former transit companies into the CTA has resulted in many improvements of service.

Public transportation is so important to the welfare and economy of Chicago that this plan is aimed toward increasing its use. The Chicago Area Transportation Study forecasts 2.4 million riders by 1980 on all forms of public transportation, including commuter railroads. This would be a slight increase over 1956 figures, and considerably more than today's totals.

Two factors show that there will continue to be a need for good public transportation despite a higher percentage of automobile use:

1. There will be a continued high volume of travel into the Central Business District. Over 80 per cent of all persons entering downtown during the morning rush hour come via some form of public transportation. If most transit riders attempted to drive—and park—the congestion would become intolerable.

2. There are a large number of persons who will continue to use mass transit. Included are those who prefer mass transit, those who cannot afford to drive a car, school children, the sick or handicapped, and the elderly.

The Inter-Regional Transportation System

Chicago's inter-regional system encompasses a full range of urban transportation facilities. The area's great airports—O'Hare and Midway—as well as Meigs Field provide unparalleled air service. The region's network of waterways and port facilities, such as the Lake Calumet and lakefront ports and the Cal-Sag Channel, makes Chicago a leading inland port—the only one to provide a direct link between the Great Lakes and Mississippi waterway systems. At the same time, the area has maintained its predominance as the nation's rail center.

A basic objective of the Comprehensive Policies Plan is a balanced local system of public and private transportation which makes the various parts of the city more accessible to one another and makes the city more accessible to the surrounding region. The elements of the system should be complementary, and transfers among lines and modes of travel should be convenient and efficient.

Policies for Expressways and Streets

Because Chicago's existing roadway system is essentially good, the recommended policy is to build onto and improve the present pattern of expressways, major streets, and local streets. The proposed expressway system includes the present radial routes focusing on the central area, with the possible addition of one radial and two circumferential routes. The Policies Plan distinguishes among three classes of major streets: Class I and Class II streets, which form a grid of one-mile spacing continuous from end to end of the city, and Class III streets, the half-mile streets between the mile grid. The Class I streets are special high-capacity facilities; the Class II streets are other major thoroughfares. Local streets are those within the quarter-square mile grid formed by the major streets.

Another over-all objective of the Policies Plan is to create sound neighborhoods and communities through transportation planning. The major street policy permits the development of quarter-square mile areas as neighborhoods free from through traffic. Mile-square areas would be freed from large volumes of through traffic. In all cases, the traffic pattern would be used as a tool for the creation and maintenance of desirable residential environments. The quarter-square mile residential areas would form neighborhoods, each with an elementary school and recreation areas tied into the recreation facilities of the larger square mile area. In some cases, pedestrian bridges linked to community parks could be built, providing safe crossings of major streets. These policies affirm the fundamental relationship between transportation and land use—and underline again the interrelationship of the several systems which compose the city's character.

Besides the over-all objective of creating sound residential areas, the policies for new street and expressway development include:

1. Building additional expressways. Expressways serve an estimated 500,000 Chicagoans daily. The projected motor vehicle volumes based on the Chicago Area Transportation Study statistics indicate possible traffic capacity and traffic service deficiencies in several corridors within the city where additional limited access expressways should be considered. Three expressway corridors being considered by the city are:

- A north-south expressway linking Edens Expressway, Midway Airport, and the Illinois Toll Road to the south.
- An additional east-west expressway to serve the large area between the Kennedy and Eisenhower expressways.
- An east-west expressway to link the Chicago Skyway and the Dan Ryan Expressway with the north-south portion of the Illinois Toll Road to the west and a possible additional north-south expressway, which would be located outside the city between Cicero Avenue and the north-south portion of the Illinois Toll Road.

The east-west expressway, with its connections, would assist the Kennedy and Dan Ryan expressways by providing a bypass for traffic not bound for the higher density areas of the city.

2. Continuing the policy of reserving median strips of express-

The redesign of major streets, some with tree-lined medians, would improve the appearance of residential areas, in addition to increasing traffic-carrying capacity.

ways for future use by rapid transit.

3. Designing expressways so that they will enhance adjacent land uses to the highest degree possible. It will continue to be the city's policy to examine wide corridors of land through which expressways might pass in order to select that routing which would most benefit adjacent residential and industrial areas and which would stimulate desirable new development.

4. Developing three new Class I streets. These would be major streets of special design to permit higher capacities and speeds than on most of the city's streets. In some areas these streets could have the characteristics of expressways and in others of highly developed major streets. The three new Class I streets would be:

- A north-south street located roughly three miles west of the Dan Ryan Expressway, to serve intensely developed residential and industrial districts. It would run from about Howard Street on the north to 95th Street on the south.
- A high-capacity street linking South Lake Shore Drive and the east leg of the Dan Ryan Expressway.
- A high-capacity east-west street linking the northern terminus of Lake Shore Drive and the Kennedy Expressway-Illinois Tollway-O'Hare Airport area.

5. Establishing a workable system of streets. The Policies Plan proposes three different kinds of streets besides the Class I streets:

- Class II streets, which would have variable standards of width and development depending on traffic and area densities. Their purposes would be to carry large volumes of traffic short distances, to distribute expressway traffic, and to serve transit buses.
- Class III streets, which would carry the lowest traffic volumes of the major streets. These would be used for circulation within large communities, for local public transportation, and for emergency vehicle service. They would be the links between the one-mile grid of Class I and II streets and local streets, and usually would not run from one end of the city to the other. Some might be closed at intervals if accommodation were made for transit buses to continue. Newly developed Class III streets could be specially landscaped.
- Local streets, which would be limited to serving individual properties, emergency, and service vehicle use. In conservation areas, loop roads and cul-de-sacs could accomplish these purposes, and in redevelopment areas and new subdivisions, curved local streets would be possible.

6. Eliminating diagonal streets as part of the major street system. The expressway system substitutes for the function of Chicago's older diagonal streets, and these therefore will be used less heavily as major traffic arteries. In some instances, it would be desirable to close diagonal streets.

Policies for Parking

Parking is a key factor in the development of a comprehensive transportation system. Policies for future parking plans include:

1. Expanding the system of off-street parking to serve the Central Business District. Such parking should be at the periphery of the district, readily accessible from the expressway system, and designed to intercept cars destined for the high-density core area. It should be tied closely to a distribution system for moving shoppers, visitors, and workers into and about the Central Business District. Further parking facilities in the Loop itself would be discouraged. New off-street space should be developed in attractive facilities, such as the Grant Park and Wacker Drive garages, on the Loop's fringe.

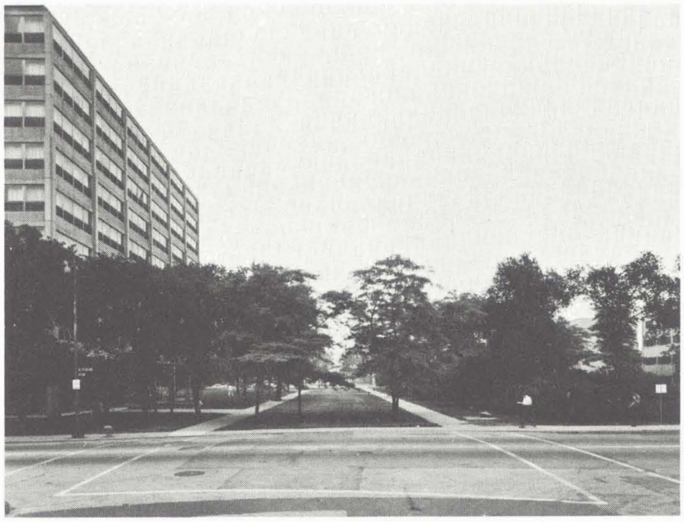
2. Developing more parking at outlying rapid transit stations and commuter rail stations.

3. Providing adequate parking for industrial and shopping areas outside the Loop.

Policies for Public Transportation

Chicago must strengthen and expand its public transportation system. Public transportation is an essential public service, like

Some streets could be vacated, allowing the development of additional open space.



Monroe Street Parking Lot. There is a need for more parking facilities at the periphery of the Central Business District, preferably in underground garages and multi-level structures rather than in open lots.

DIAGRAM OF EXISTING EXPRESSWAY AND PREFERENTIAL STREET SYSTEM

Chicago's expressways serve both downtown and cross-town traffic. The city's preferential street system uses the mile and half-mile grid but includes many other streets.

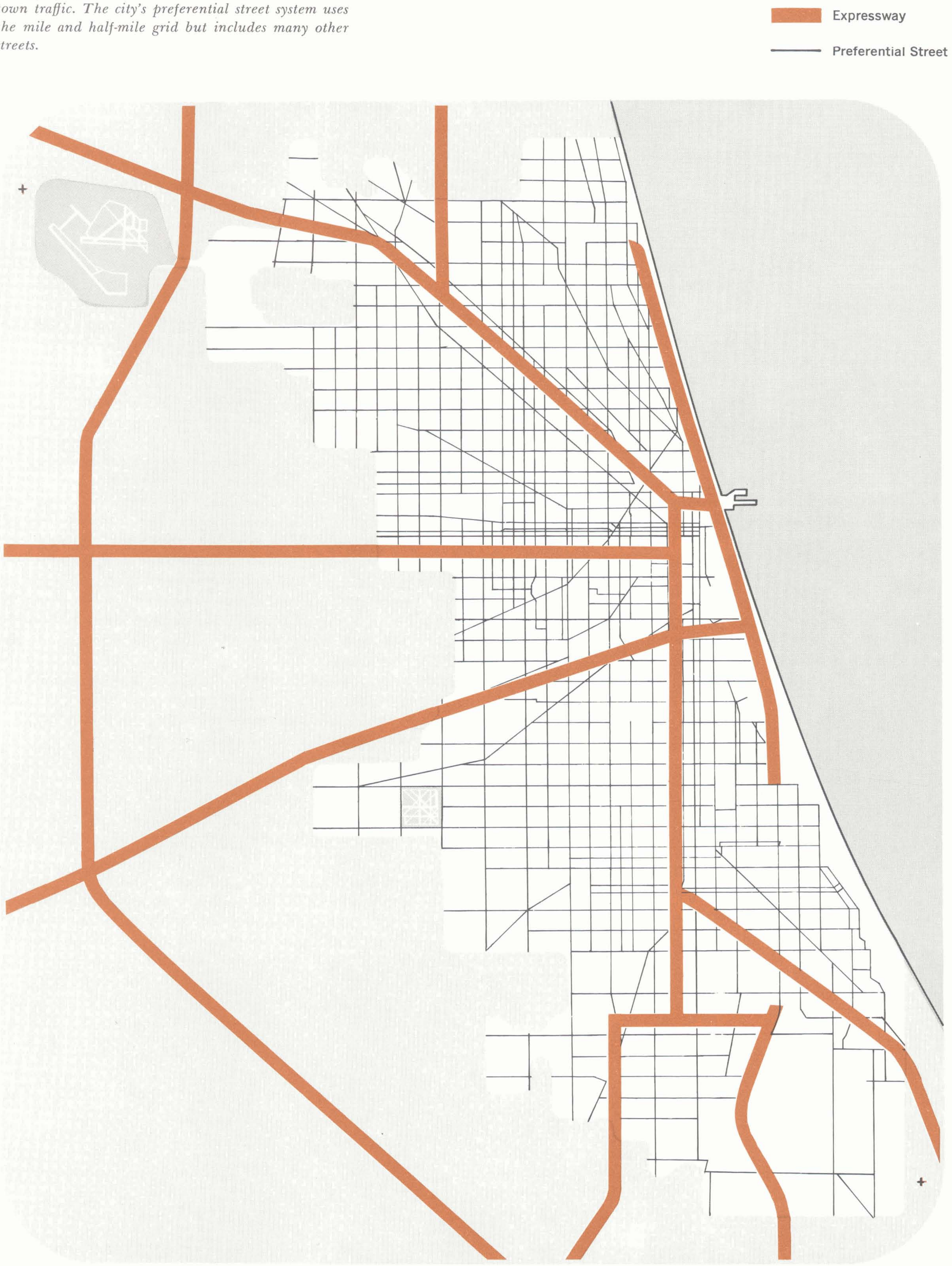

Expressway
Preferential Street

DIAGRAM OF PROPOSED EXPRESSWAY AND MAJOR STREET SYSTEM

Expressways or Class 1 streets are proposed where more traffic-carrying capacity is needed. They would be aligned to benefit adjacent residential and industrial areas. The street pattern would form neighborhoods free from through traffic.

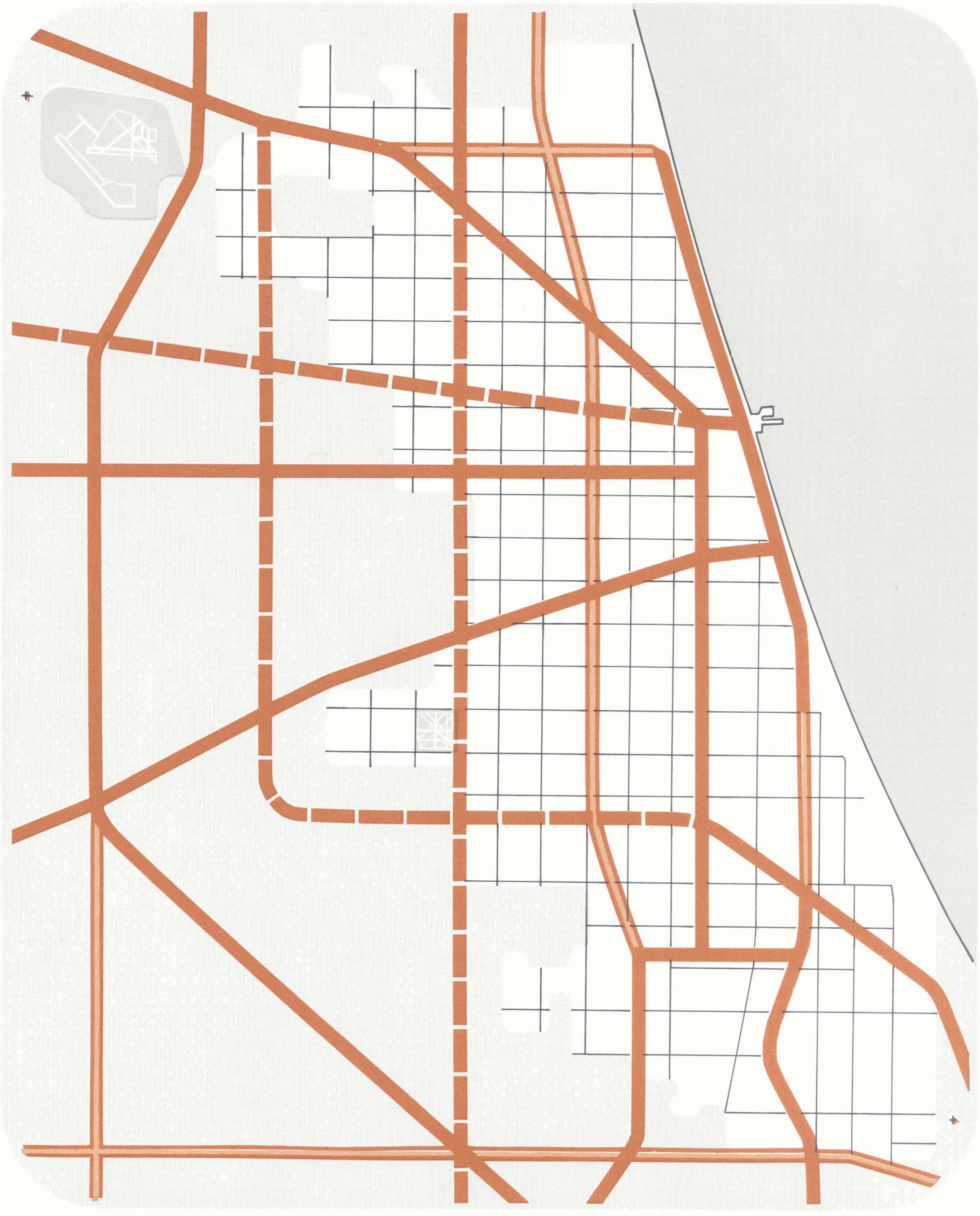
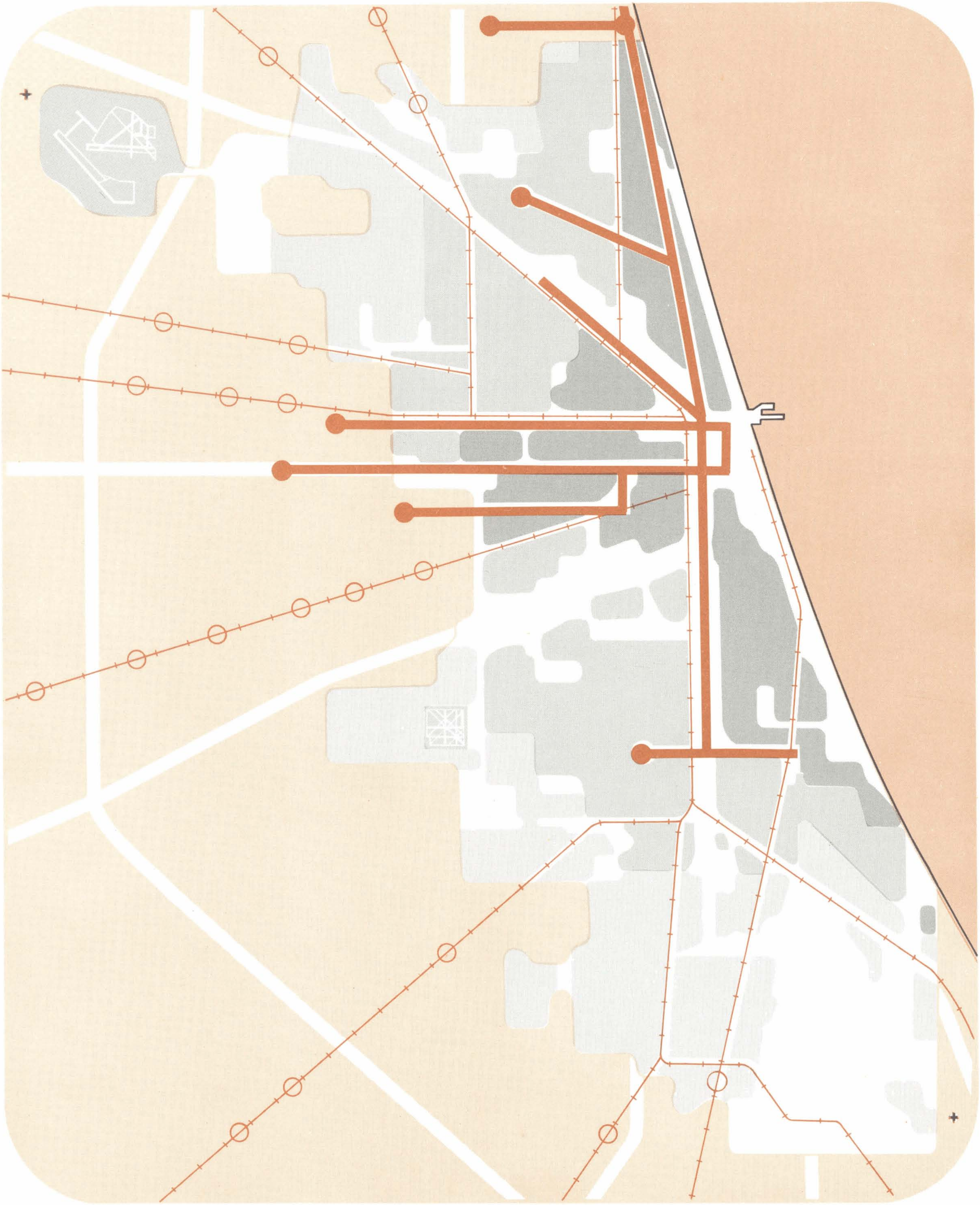

▬ Existing Expressway
▬ ▬ Proposed Expressway
▬ Class 1 Street
— Class 2 Street

DIAGRAM OF EXISTING PUBLIC TRANSPORTATION SYSTEM

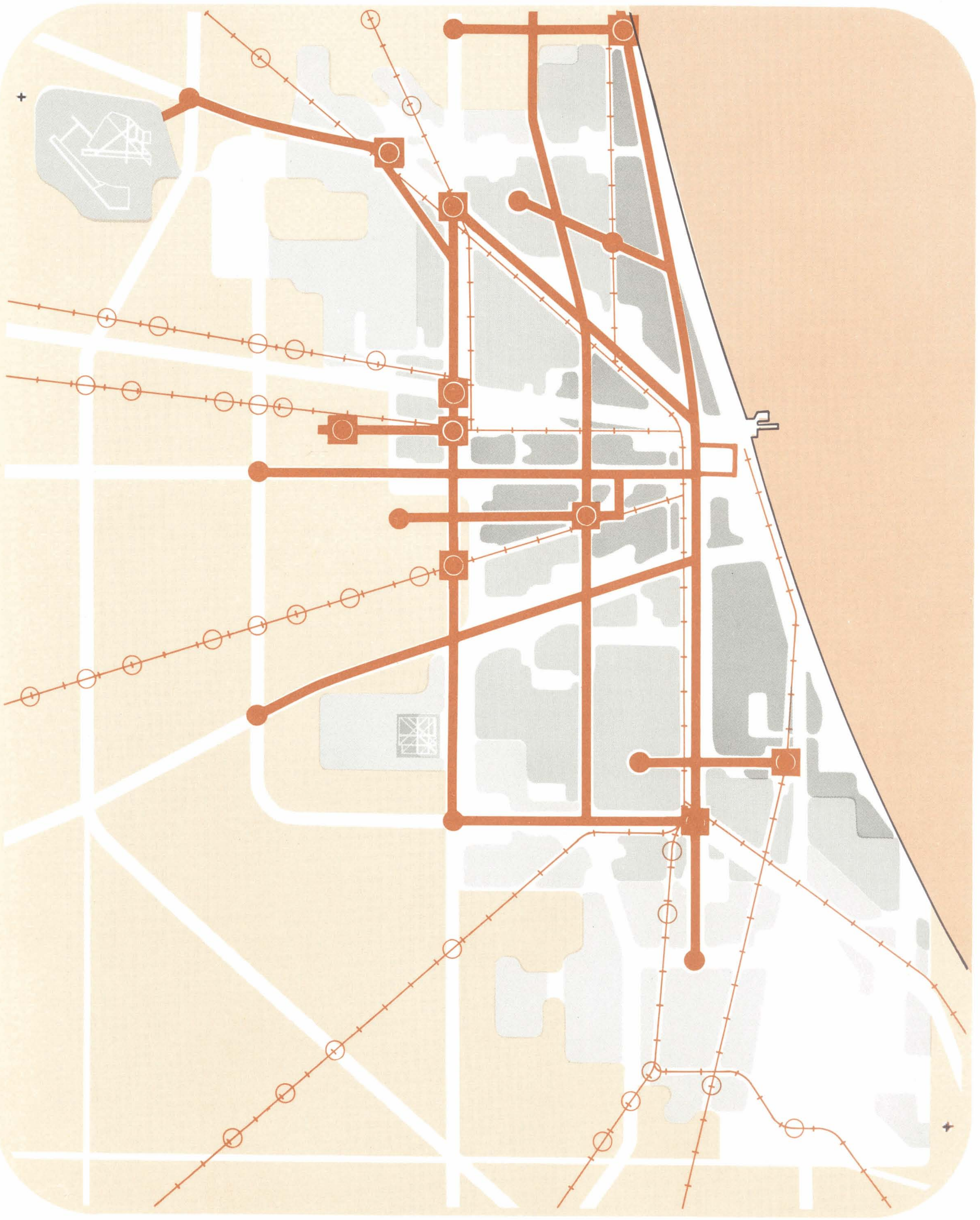
CTA rapid transit lines and commuter railroads serve the densest parts of the metropolitan area. However, line extensions, cross-town service, and facilities for transfer from one line to another are needed.



CTA Subway and Elevated System
Commuter Railroad System
Park-and-Ride Facility
Existing Residential Density:
High
Medium
Low

DIAGRAM OF PROPOSED PUBLIC TRANSPORTATION SYSTEM

Median strips of expressways and Class 1 streets would be used for extensions of rapid transit lines, bus or rail. Transfer points with park-and-ride facilities would be established at important junctions of CTA lines, commuter lines, and major streets.


CTA Rapid Transit System, Bus or Rail
Commuter Railroad System
● ○ Park-and-Ride Facility
■ Transfer Point
High Medium Low Proposed Residential Density:

water supply and sewage disposal, that must be maintained even though it requires financial help from other sources. This is necessary not only for the health of the Central Business District, but for outlying business, industrial, and institutional districts as well. It is also vital to offer Chicago's citizens convenient inter-neighborhood connections and to serve those people without automobiles.

The Chicago area is already served by an extensive public transportation network. The existing lines could carry more passengers. Some line extensions are needed to offer better service, but it is equally important to make the existing system more attractive.

Specific policies to strengthen and expand the public transportation system include:

1. Coordinating CTA rail service, commuter rail service, and suburban bus service into a single system serving the entire area by operating agreements, not necessarily by single ownership. Transfer points between lines should be established so that riders can transfer comfortably and conveniently. There should also be coordination of schedules and transfer privileges between lines. Coordination between CTA local service trains and express commuter trains could increase the speed and economy of service to the suburbs and outlying sections of the city.
2. Extending rapid transit service. Median strips for mass transit should be reserved in all new expressways constructed. This will provide a more complete transit system for residents of the entire city as well as better service to immediately adjacent areas. Most of these line extensions would use express buses.
3. Establishing park-and-ride stations with provision for automobile delivery and pick-up of passengers, at major transit and commuter stops. These could also be major interchanges with local bus lines. For many riders, a combination of private automobile and public transportation is the most convenient sort of service.
4. Replacing existing elevated structures with subways, depressed rights-of-way, elevated embankments, or modern concrete-steel structures. Such action would not only greatly enhance the physical appearance of the city but would also allow elimination of sharp curves in trackage. In the short run, some modernization of existing elevated structures will be needed.
5. Developing a downtown pedestrian distribution system of weather-protected passageways or malls in the Central Business District linking rapid transit and commuter railroad stations.
6. Modernizing vehicles and stations. Passenger comfort and convenience can be enhanced by modern heating and air conditioning of transit vehicles and stations. (Air conditioned cars are now in service.) Escalators should be provided at all stations with heavy traffic volumes where changes of level are necessary. Shelters should be provided at major bus transfer points.
7. Improving bus service, so that it will be available within a quarter mile of every home in the high density areas, with adequate service in all areas. Many bus lines should serve as feeders to rapid transit lines. These practices are now in effect and should be expanded.

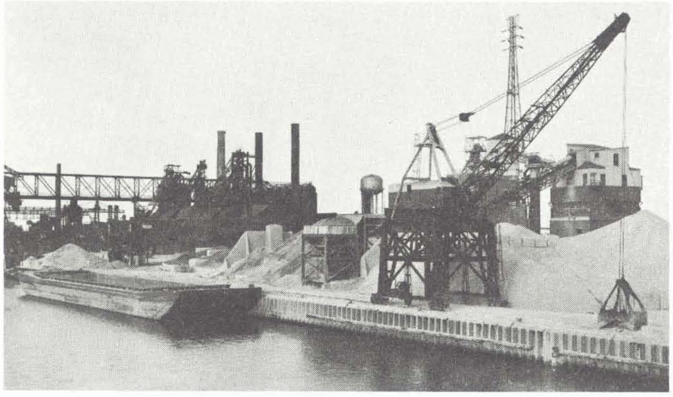
POLICIES FOR RAILROADS

Railroads in the Chicago area—and the nation—are still in the midst of the changes wrought by the recent revolution in travel and freight carrying. Mergers of railroad companies and shifts in traffic are offering opportunities to gear rail service more adequately to new situations. One such important development could be the reduction of the amount of land now used for rail yards, without any reduction in essential rail services. Consolidation of rail passenger terminals would likewise free much valuable land for other development. And the potential for developments on air rights over tracks and yards is still largely untapped. All of these changes offer opportunities for growth. Other specific poli-

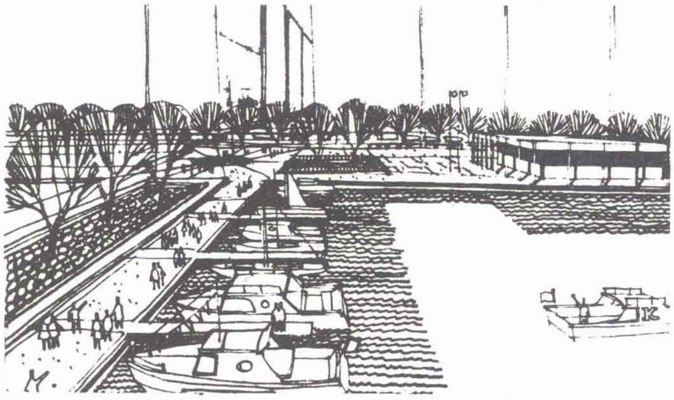
Chicago-O'Hare International Airport, developed by the city, is the metropolitan area's major airport.

GATES E1-E9 F1-F9
WAITING
CONCESSIONS
TELEPHONES
UNITED

The Calumet River-Lake Calumet area is being continuously developed as a port for general cargo and bulk commodities.



More marinas are recommended for development along river banks for recreational boating.



cies pointing in that direction include:

1. Consolidating long-distance rail passenger terminals serving the Central Business District. There are now six different terminals, which with their yards occupy over one square mile of potentially valuable land.
2. Encouraging the use of other unneeded rail yards and facilities outside the Central Business District for residential and industrial uses. Where service must continue, the potential for air rights construction should be explored.
3. Coordinating long-distance and commuter railroad passenger service with local transit service and the downtown pedestrian distribution system.
4. Eliminating little used or unused branch lines throughout the city. Industry using railroad service should be encouraged to locate only on lines suitable for retention. Several obsolete lines run through communities at grade. The city's policy is that these lines be eliminated.
5. Eliminating all railroad grade crossings. The city has made continuing progress toward this goal over the past 50 years.

POLICIES FOR AIRPORTS

The newest and fastest growing addition to Chicago's broad range of transportation facilities is air service. The technology of air transportation continues to change rapidly. Critical factors in these changes are runway lengths and the size of needed terminal facilities, as well as the areas of air-space needed for approach zones and aircraft holding operations. The aircraft of the future will undoubtedly have a very different set of ground requirements from those of today. Therefore, the city is continuously studying Chicago's airport needs. Current policies for airport development include:

1. Maintaining O'Hare Field as the city's major metropolitan airport.
2. Re-activating Midway Airport for commercial flight service. The Southwest Expressway, now under construction, will make Midway more convenient than formerly. Construction of the north-south expressway will further enhance service at Midway.
3. Providing a transit connection between Midway and O'Hare.
4. Continuing Meigs Field for private flights and special services.

POLICIES FOR PORTS AND WATERWAYS

The ports and waterways of the Chicago metropolitan area have been expanded and improved in recent years. Navy Pier and Calumet Harbor now accommodate ocean-going vessels. The Cal-Sag Waterway has been widened and straightened. Bridges have been rebuilt to aid navigation. Chicago now contains a coordinated system of facilities necessary for a leading inland port. Policies directed at continuing this process include:

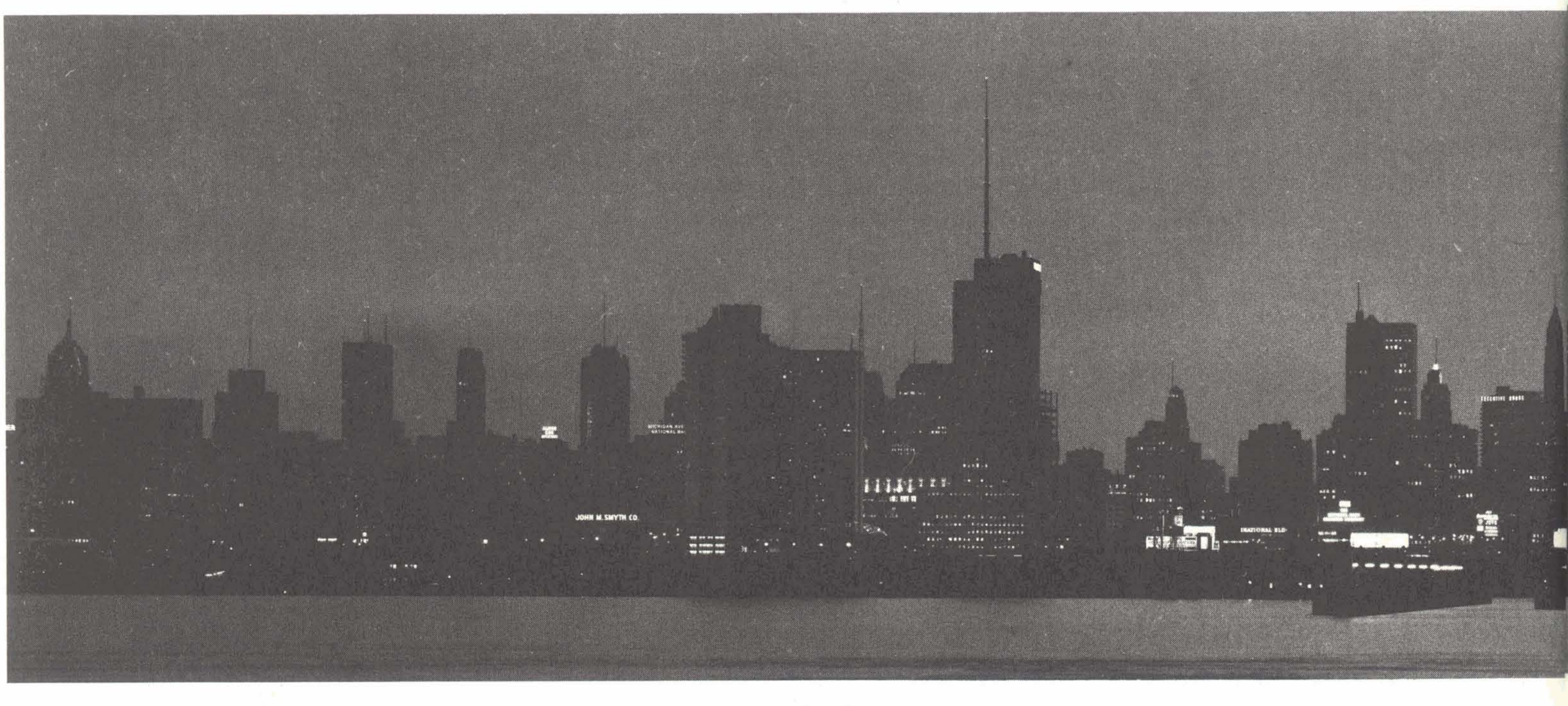
1. Maintaining Navy Pier as the city's most conveniently located general cargo port. However, further expansion of the facility to the north side of Navy Pier is not considered essential and would not be desirable because of the heavy demands which would be made for warehouses and trucking facilities in an area with a great potential for residential use.
2. Developing the Calumet River-Lake Calumet area as a port for general cargo and bulk commodities.
3. Reducing the number of movable bridges needed for movement of large and masted vessels on the Chicago River. Operation and maintenance of such bridges is costly, and they contribute greatly to traffic delays. The city's long-range objective is to reduce the number of such bridges while in no way impeding the movement of goods by barge or low vessels.
4. Reducing water pollution in the rivers and canals for the protection of public health, the fullest use of recreational water areas for boating, and the satisfactory use of water for industrial purposes. It is the city's policy to work toward purification of waterways by control of industrial waste dumping.

XI QUALITY OF LIFE IN CHICAGO

The city is most of all a place to live, as well as a place to make a living. Chicago is both a great, cosmopolitan city and a collection of local community areas. The Comprehensive Plan seeks to improve the quality of life on both these levels. Its aim is to maintain and improve Chicago as a center of excitement, color, and a diversity of people, ideas, and culture, while still encouraging a comfortable environment conducive to personal and social relationships.

Person-to-person contacts through social, civic, recreational, and cultural activities within the local community are essential to the good life. Locating and developing schools, parks, field houses, and libraries can encourage and facilitate participation in these activities. There are also unique advantages of living in a large city that transcend the social and cultural opportunities of the neighborhood. Policies for the city's physical development can help to make these advantages available to all Chicagoans.

Good urban design is vitally important to enhancing life in the city. Appearance is a primary consideration in the detailed development of projects involved in the various elements of the plan.



America's future will depend largely upon the ability of its people to live interesting and productive lives in cities. In only a few generations, the United States has changed from a rural to an urban society. Today, 60 out of every 100 Americans live in metropolitan areas. The movement of people to cities, coupled with rapid changes in technology and transportation, has thrust heavy demands on city governments and city residents. And the trend toward further concentration of the population in metropolitan areas will continue.

As stated in the Introduction of this report, the basic goal of the Comprehensive Policies Plan is "to improve the quality of living for every resident." The aims and aspirations of a great city must extend beyond merely assuring the basic necessities of life. The city is the source of new ideas, social progress, and artistic achievement, as well as industrial production. It contains art museums, orchestras, and public monuments and open spaces, as well as factories and offices. It is a place to live, as well as to make a living.

A city with millions of people, because of its very size, offers many unusual opportunities for civic, cultural, and social activities. Chicago, unlike most smaller cities, can support several professional theater presentations, large museums, highly specialized medical and business services, a wide range of retail stores, professional sports, and special events such as trade shows and expositions. As a result, all of the people of Chicago have a wide choice of activities, and individuals with highly specialized skills have a market for their services.

In addition to these opportunities which are unique simply because Chicago is a large city, the city must provide for the day-to-day personal and social relationships that are common to all human societies—raising a family, making friends, and pursuing individual interests and hobbies. And there must be opportunities for privacy and solitude.

Throughout the Comprehensive Policies Plan, proposals have been directed toward the goal of improving the quality of life, through recommendations which enhance the advantages of life in the city as a whole and those which create a satisfying community life. There are two subjects which have a particularly close relationship to the basic goal of improving the quality of life: community appearance and cultural and recreational activities.

The Appearance of the City

Two strong natural features dominate Chicago's physical appearance —the flat prairie and the lakefront edge. The city's structures have an accentuated visual importance because they are vertical forms contrasting with these two great horizontal expanses. The contrast is most dramatic along the lakefront. The development of activity centers along the lakefront for recreational use would make it possible for people from all parts of the city to enjoy the lakefront vistas more frequently. The proposed peninsulas with beach and boating facilities extending into the lake would provide more vantage points from which to view the city's skyline.

Within Chicago's communities there are important design features which are experienced every day. The proposed park-malls and greenways would adjoin residential buildings and provide landscaped pathways for walks to schools, stores, and transportation stops. The recommended improvements to the street system would enhance the appearance of adjacent communities, as well as create better facilities for automobile drivers.

Public action and policy have widespread effects upon community appearance, through the design and location of public buildings, parks, streets, and highways and through urban renewal and zoning. Urban renewal legislation has made possible the redesign of entire communities within the existing city, through the partnership of government and private enterprise. The construction of new expressways has focused attention on questions of design, for the expressways are important design features in themselves and have also opened up new views of the city. Lake Shore Drive has long provided one of the world's most exciting panoramic vistas.

Chicago's Cultural and Recreational Life

Local government is deeply involved in the cultural life of the city, particularly at the community level, through the facilities and programs of the Chicago Park District, the Public Library, and the public school system, as well as through the Mayor's Committee for Economic and Cultural Development. The quality of cultural activities depends primarily upon program content. However, the location and design of physical facilities can help to encourage more direct participation in arts, crafts, music, and drama within the city's neighborhoods and communities.

Professional and commercial cultural programs, such as those provided by the Chicago Symphony Orchestra, the Art Institute, and theaters, are important aspects of city life. Chicago's Central Business District, with its accessibility to the entire city and metropolitan area, provides the best location for the development of these activities. There is a need for a facility in the Central Business District to provide a setting for the performing arts. The center would be the home for resident companies and would supplement the downtown season of visiting arts companies with other events not generally available or commercially feasible.

Facilities for sports also include those that serve local areas, such as playing fields and field houses in residential communities, and those that serve the entire metropolitan area, such as stadiums for professional sports. Because stadiums require large amounts of land and are used only during certain times of the year, most have not been located in the Central Business District but rather in other accessible locations near transportation arteries. The proposals for recreation would provide more space for sports areas within communities, along the lakefront, and in other parts of the metropolitan area. The recommended transportation improvements would make commercial and public recreation areas more accessible to all parts of the city.

The City of Opportunity

Fundamental to the goal of improving the quality of life in Chicago is the idea of the importance of the individual—his own sense of worth and his relationship to his community and his city. The diversity of people is essential to the city's function as a center of ideas. Different people seek different degrees of community participation and social involvement, and they have varying interests in recreation, sports, and the arts. Ultimately, each individual makes his own decisions about the forms of activity that he wants to engage in.

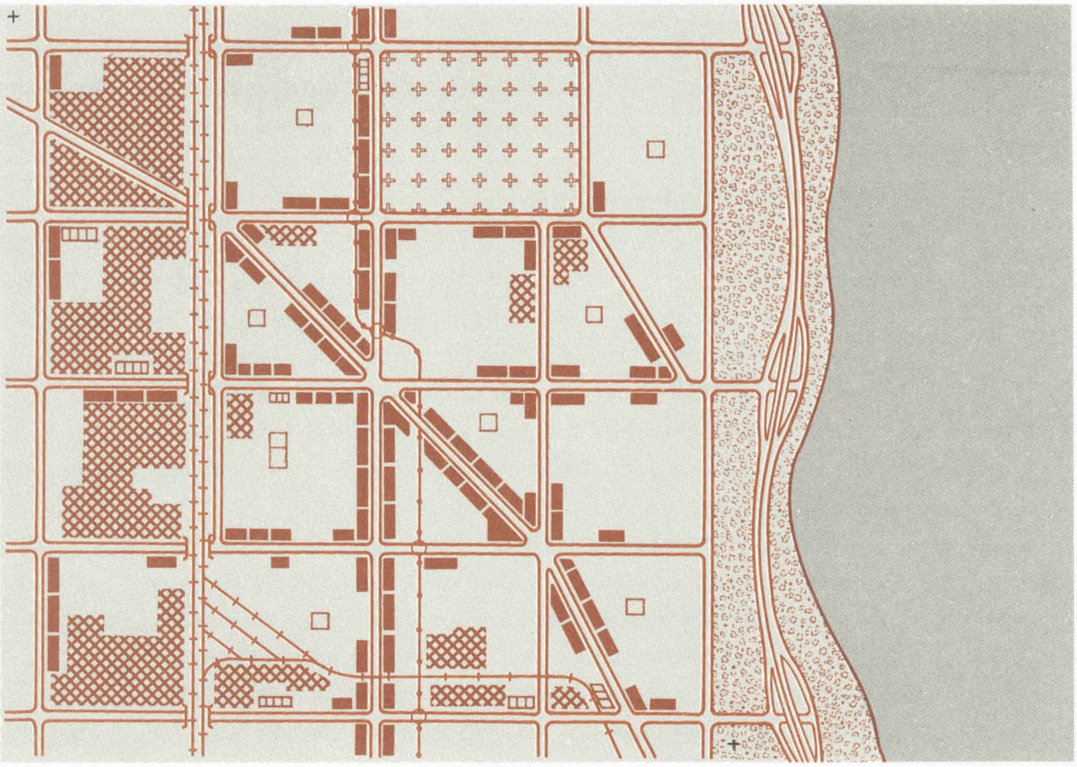
The Comprehensive Policies Plan seeks to assure that Chicago will continue to offer a wide variety of opportunities and experiences. For residential areas the plan seeks to complete the system of facilities which provide for participation in community activities and social life, in the kind of personal environment found in small cities. For the city as a whole the plan seeks to enhance the unique advantages that Chicago has because of its size and its distinctive physical characteristics.

XII

HOW THE COMPREHENSIVE POLICIES PLAN WORKS

After the people of Chicago and their officials have agreed upon a consistent set of general policies for the city's development, these policies can be used as a framework within which specific proposals, such as plans for community improvement projects, can be prepared.

A change in a single element of one community affects the over-all development of that area, and of the city as a whole. Housing, community facilities, parks, industry, business, and transportation are all parts of mutually dependent systems. Each specific recommendation for one area should be evaluated not only on its own merits, but also for its total impact on the surrounding community and its effectiveness in attaining city-wide planning goals.



This report has described alternative policies for the city's overall development, and it has presented information and basic policy recommendations for each major element of the Comprehensive Plan. Having weighed the possible alternatives and finally decided upon a single set of basic policies, the citizens of Chicago and their elected and appointed leaders can begin to act in accordance with them. This is not a revolutionary process. No great upheavals occur overnight just because a city has such a plan. In fact, many of the policies enunciated in the plan already exist in whole or in part in the city's total improvement programs. What the plan does is to clarify and synthesize these programs, and add to them what is needed to create a clear-cut line of policies which point to the city's basic objectives—improving the residential environment, strengthening and diversifying the economy, and enlarging human opportunities.

The Comprehensive Policies Plan presents no detailed maps indicating land use in every city block or the exact location of new transportation facilities. The policies are necessarily general, providing a means for securing agreement in principle on basic issues. These policies in turn can be used as the basis for the preparation of area plans, systems of facilities, and the evaluation of specific projects.

The City As a Set of Interlocking Systems

The Comprehensive Policies Plan perceives the city as a set of interlocking systems—residential areas, recreation spaces, industries, community facilities, institutional complexes, and commercial concentrations—all tied together by an intricate web of transportation lines, including expressways and streets, railroads and rapid transit lines, airports, waterways, and port facilities. As the discussion of alternative policies made clear, policies followed in one area cannot help but affect circumstances in another. And some parts of the total system are most critically interrelated. For instance, access to transportation connections is essential for industry, and therefore the prime industrial locations are those situated between two principal modes of transportation, rail and expressway. Business development, too, depends on transportation access, but where long strips of business develop traffic often gets congested and adjacent residential communities suffer. Developing nuclei of business facilities at strategic junctions of the expressway or major street system benefits adjacent residences, the businesses involved—and the transportation system itself. Finally there are relationships between recreational and community facilities and the health of neighborhoods and communities.

But behind the obvious there are many nuances, which are also taken into account in the Comprehensive Policies Plan. One is the relationship between residential densities and the design of recreation space—in high-density areas elongated strips of park-malls connecting with school grounds and larger parks are best; in low-density areas, where every house has its own yard, the traditional park form, serving the whole broader community for a range of active and passive uses, is desirable.

The following diagrams illustrate how the recommendations of the Comprehensive Policies Plan could be used in a real situation, to assure sound decisions in the process of improving the community. The area shown is a theoretical community which represents conditions common to many Chicago neighborhoods.

FIGURE 1. EXISTING LAND USE. *The community, extending west from the lakefront, is about two miles square. It has the typical street pattern of mile, half-mile, and diagonal major streets with ribbons of business development along them. An elevated rapid transit line runs through the community. Most of the area's schools have inadequate sites, and there is a deficiency of public open space. There is a lakefront park with limited active recreation facilities. High-rise housing is concentrated along this park. Some industrial development is scattered in the residential areas. On the west side of the community a railroad line runs on an elevated embankment; beyond it there is an industrial district. To serve traffic needs in the section of the city in which this community is located a new expressway is needed. The scattered industries need better sites with more space for expansion and parking, and with access to an expressway. There is a high vacancy rate in the business ribbons and a need for more parking space.*

FIGURE 2. CONDITION OF STRUCTURES. *Much of the community's housing is old and needs repair, and the housing near the rapid transit line is in particularly poor condition. The industrial district contains some obsolescent buildings, and there are deteriorating business buildings along major streets.*

The community's residents and public officials agree that community improvement is desirable. To make specific plans they need to know the answers to many policy questions as a basis for specific proposals.

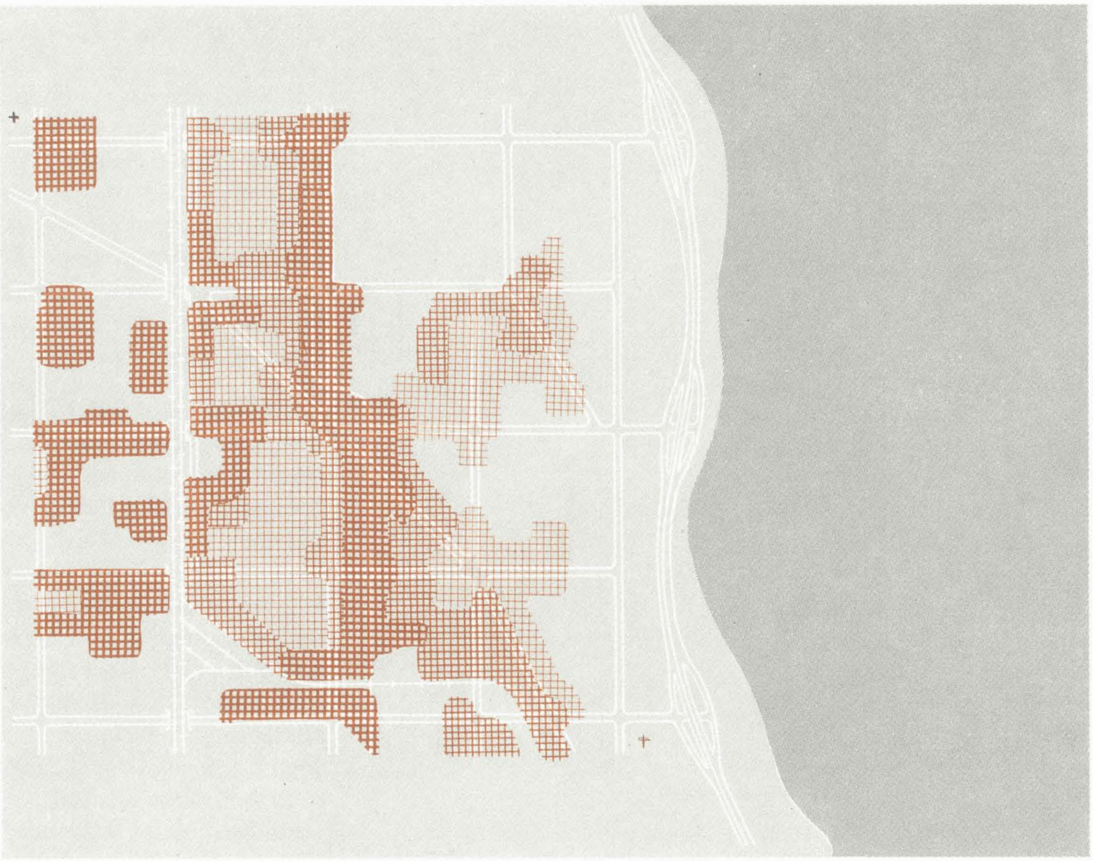
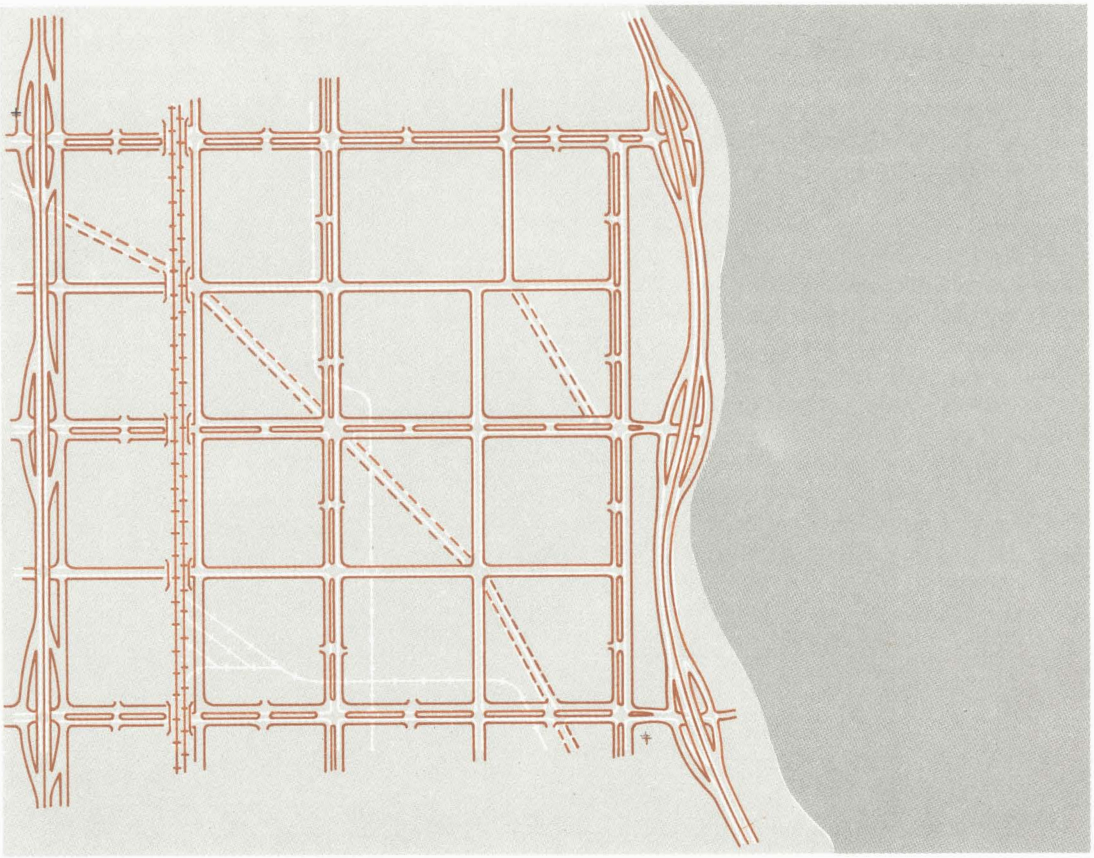


FIGURE 3. STREET POLICY. *This diagram illustrates how the Comprehensive Policies Plan's recommendations for expressways and streets would be achieved. An expressway has been built to the west of the industrial district. The traffic-carrying capacity of the one-mile streets, which connect with the expressway, has been increased. The half-mile streets are used for bus service and access to local streets. Two diagonal streets have been closed.*



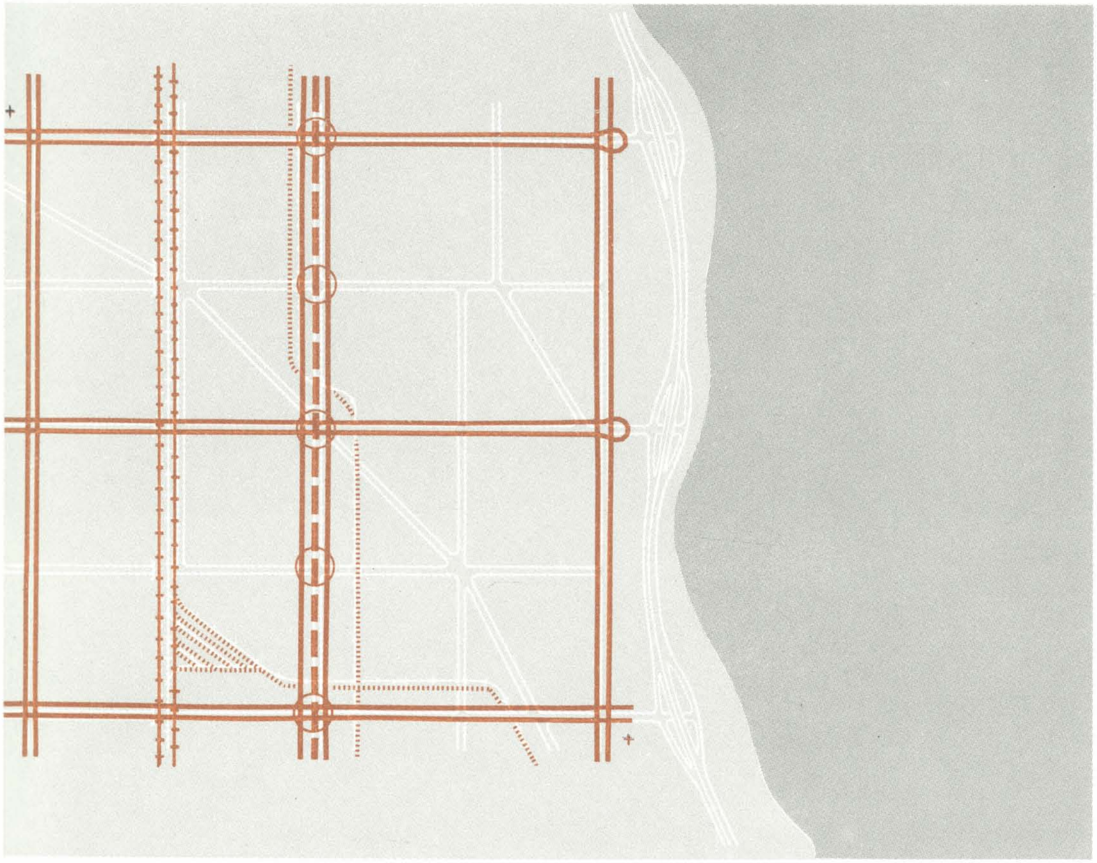


FIGURE 4. RAIL AND TRANSIT POLICY. *As recommended in the plan, the elevated structure has been replaced by a subway, which also could have been a depressed open channel or a modern, attractively designed above-ground structure. An unused railroad spur line (also shown in the dot pattern) has been removed.*

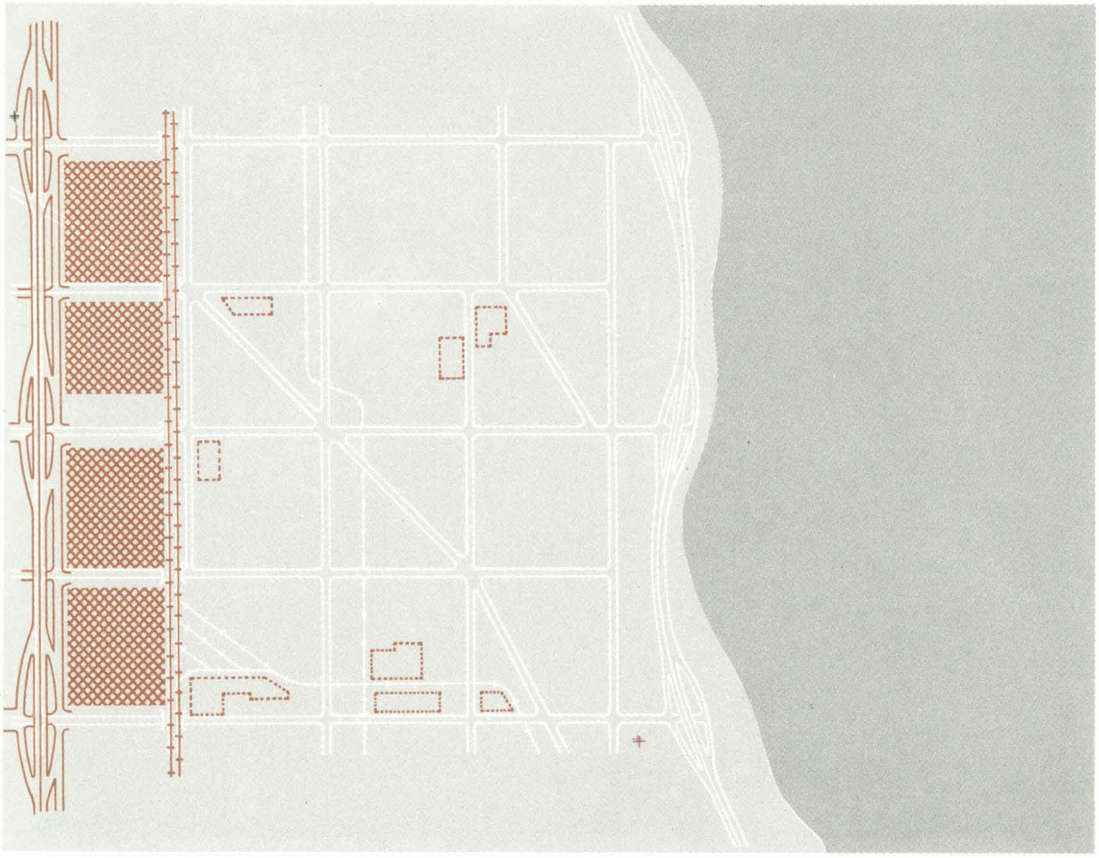


FIGURE 5. INDUSTRY POLICY. *The industrial district, which is now served by both an expressway and a railroad, has been developed according to the industrial corridor proposal. Scattered housing in the industrial area has been cleared, to make possible plant expansion and more parking. Industry scattered in the community's residential areas has been relocated to the corridor.*

FIGURE 6. DENSITY POLICY. *Additional high-density housing has been built adjacent to the business center, transit stops, and the large lakefront park. Some has been constructed on land cleared of obsolete buildings. New low-density housing has been built in other locations cleared of deteriorated structures. These developments have improved the total environment and increased the variety of housing choice within the community.*

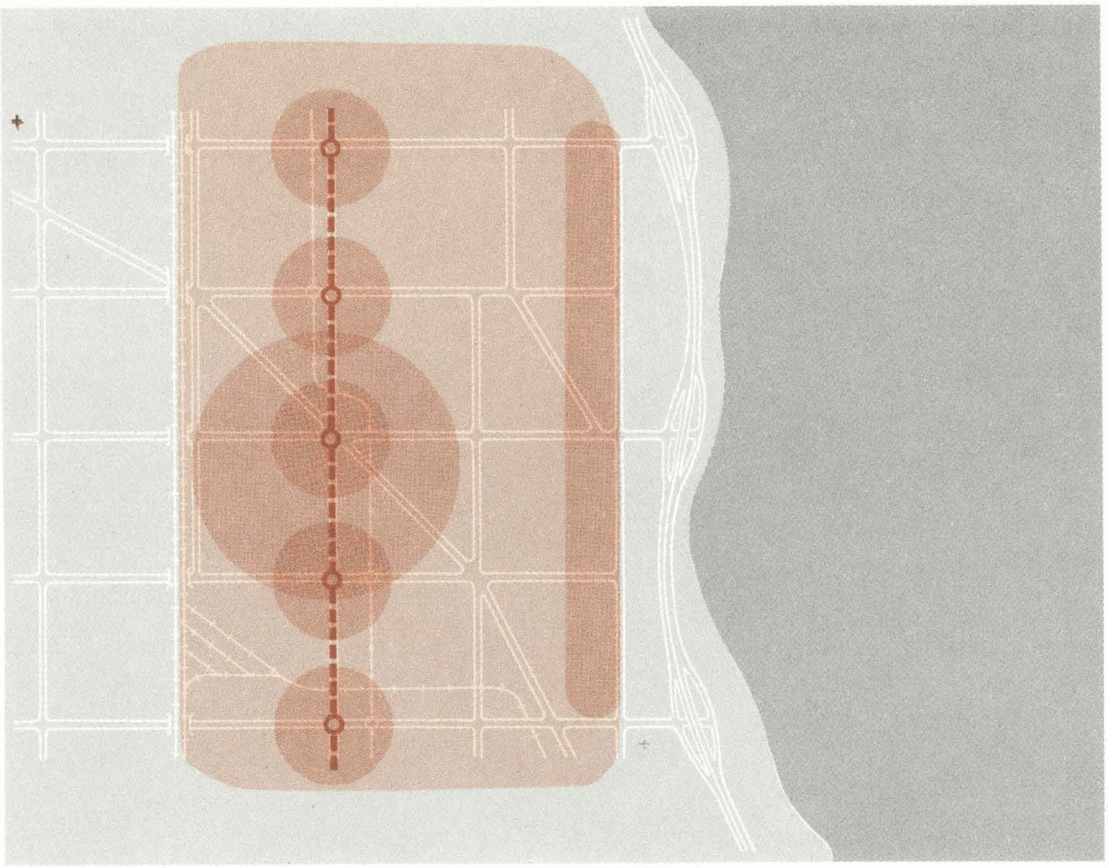
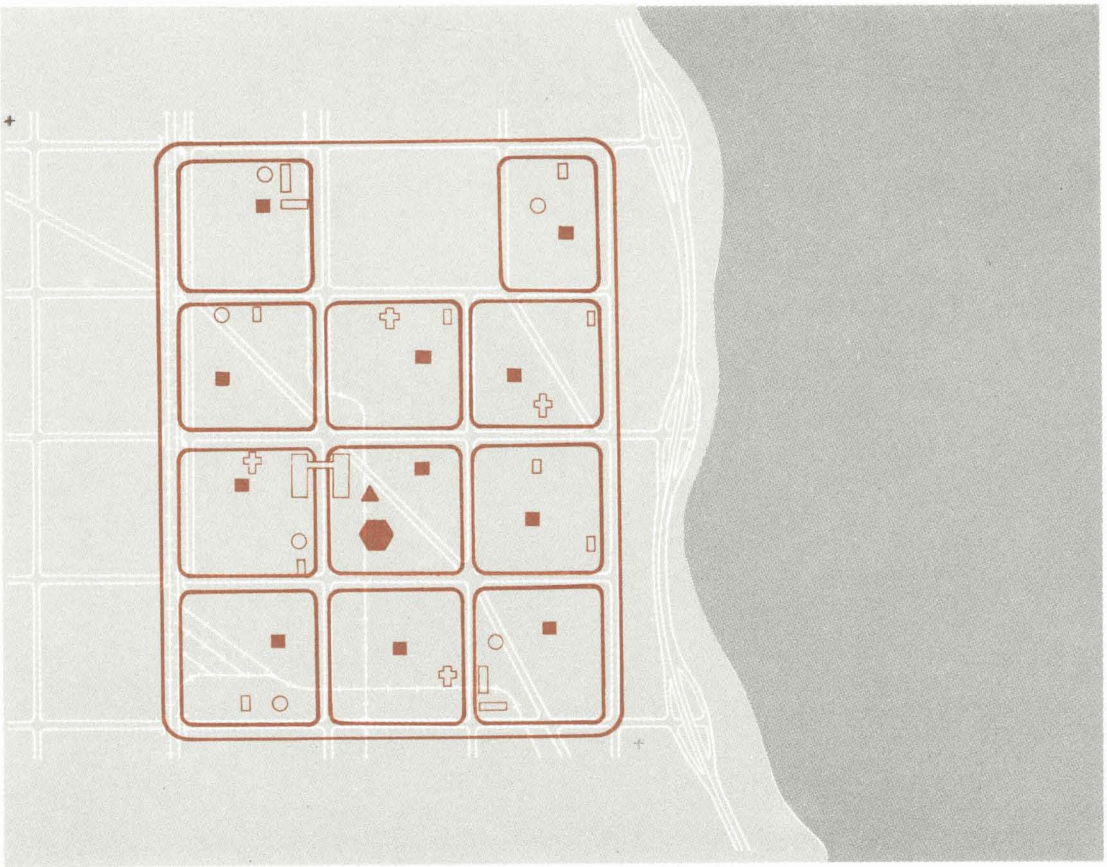


FIGURE 7. COMMUNITY POLICY. *The street system and large areas of nonresidential use have been used to define neighborhoods and communities. The industrial district, lakefront park, cemetery, and two of the mile streets form the boundaries of the community, and the half-mile streets define neighborhood units. Local streets within the half-mile grid are used only for access to property. Schools, other community facilities, and business centers have been related to the street pattern and to the system of residential areas.*



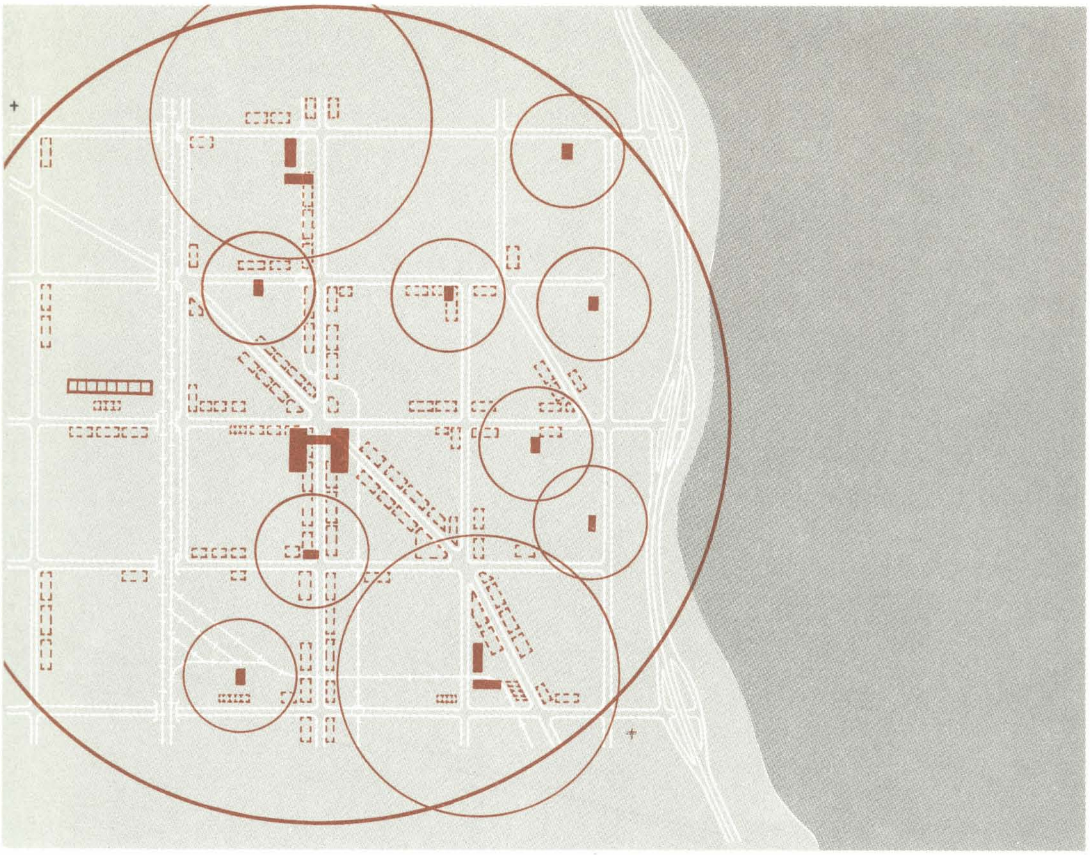


FIGURE 8. BUSINESS POLICY. *Deteriorating business development in ribbons along major strips has been removed. Business centers at street intersections have been improved by rehabilitation and provision of off-street parking. The community business center, adjoining the transit stop in the center of the area, serves the entire community. The neighborhood centers contain fewer stores and serve smaller areas.*

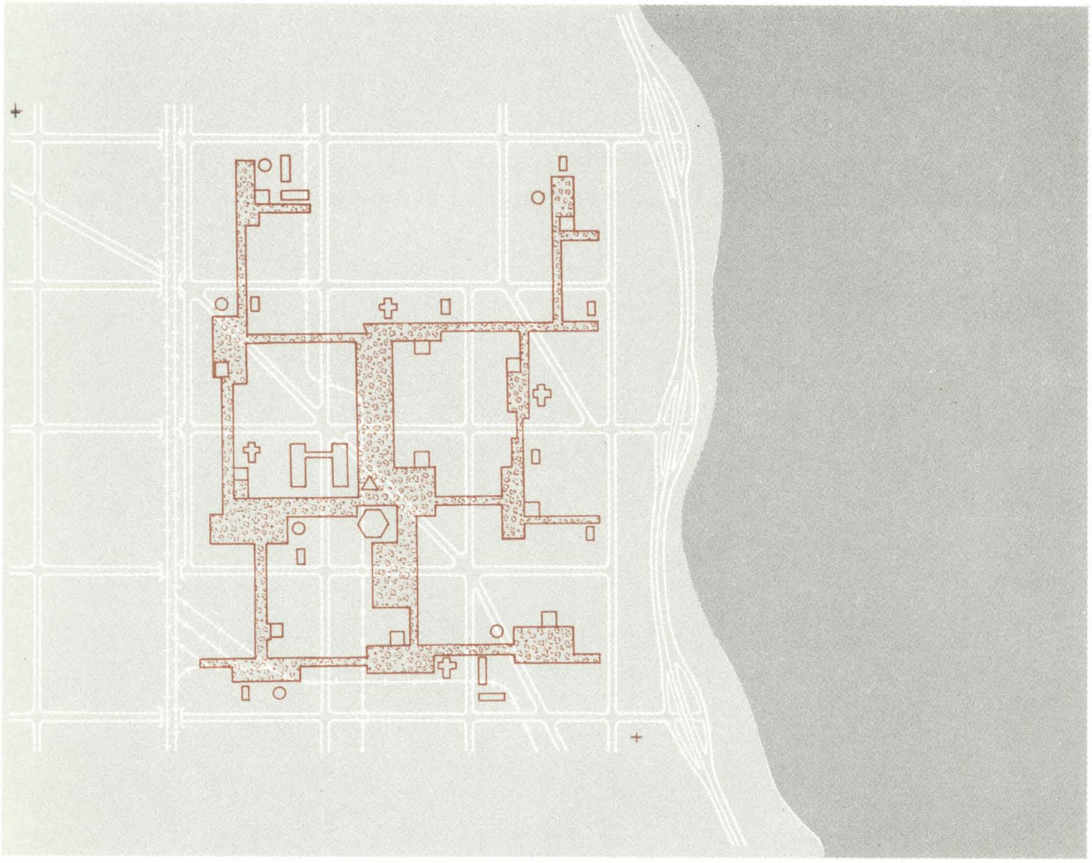


FIGURE 9. RECREATION POLICY. *Local park space has been increased. A linear community park-mall extends through the community, linking the various neighborhoods with schools, shopping areas, and churches. Land for the park-mall has been obtained by removing the railroad spur line, clearing some business structures in ribbon developments, and closing some streets. Narrower "greenways," landscaped pedestrian walkways extending through neighborhoods, have been developed by closing unneeded local streets.*

FIGURE 10. COMMUNITY FACILITIES POLICY. *Each type of facility has been developed according to the various levels of a system. Just as the community business center serves more people in a larger area than the neighborhood business center, the high school serves the total community while the elementary school in most cases serves the neighborhood. Generally, the service radius corresponds to the street system. The elementary school, with a service radius of one-fourth mile, is located within the half-mile grid of streets, so that small children do not have to cross major streets to get to school. A public library has been built adjacent to the community business center.*

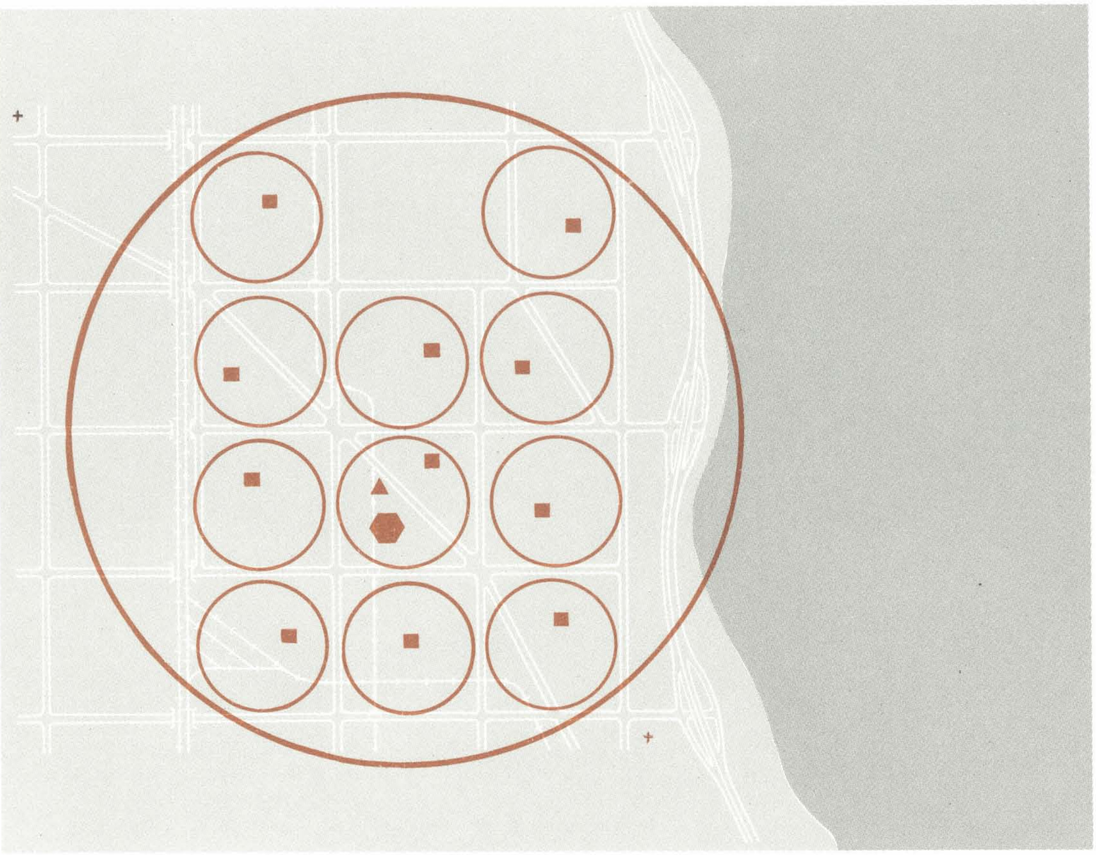
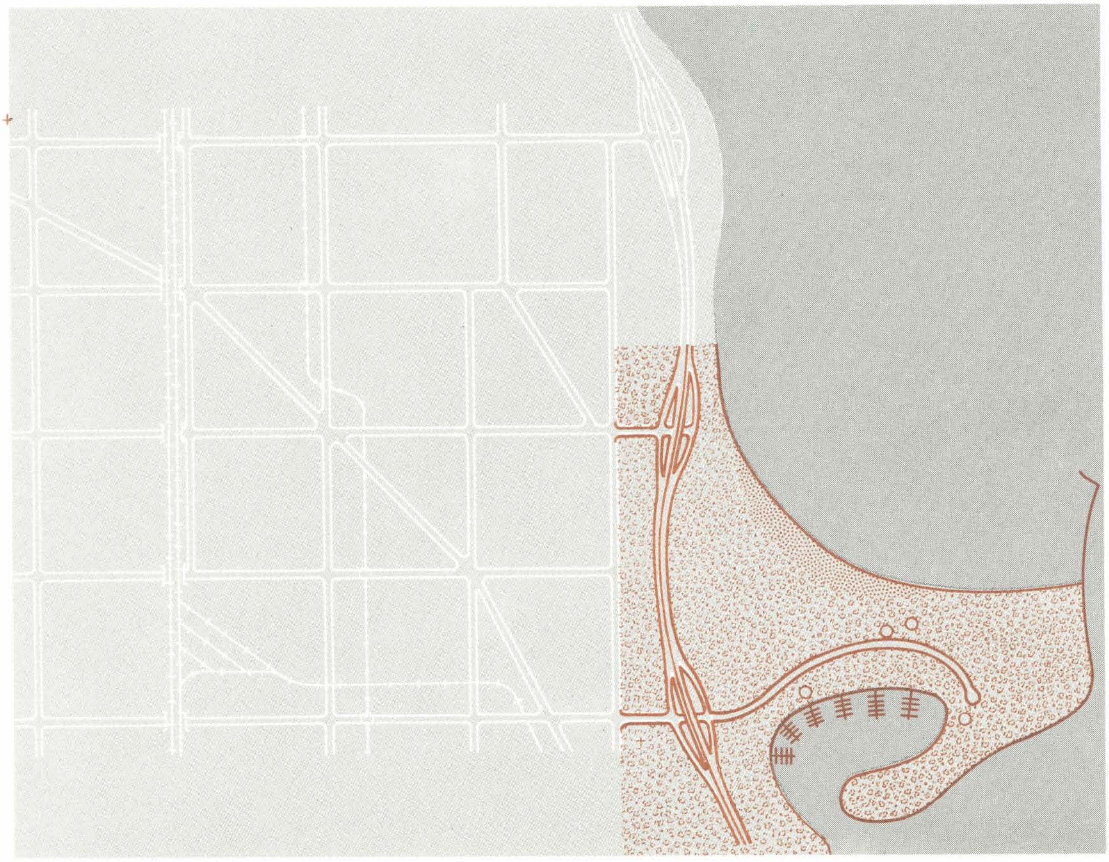
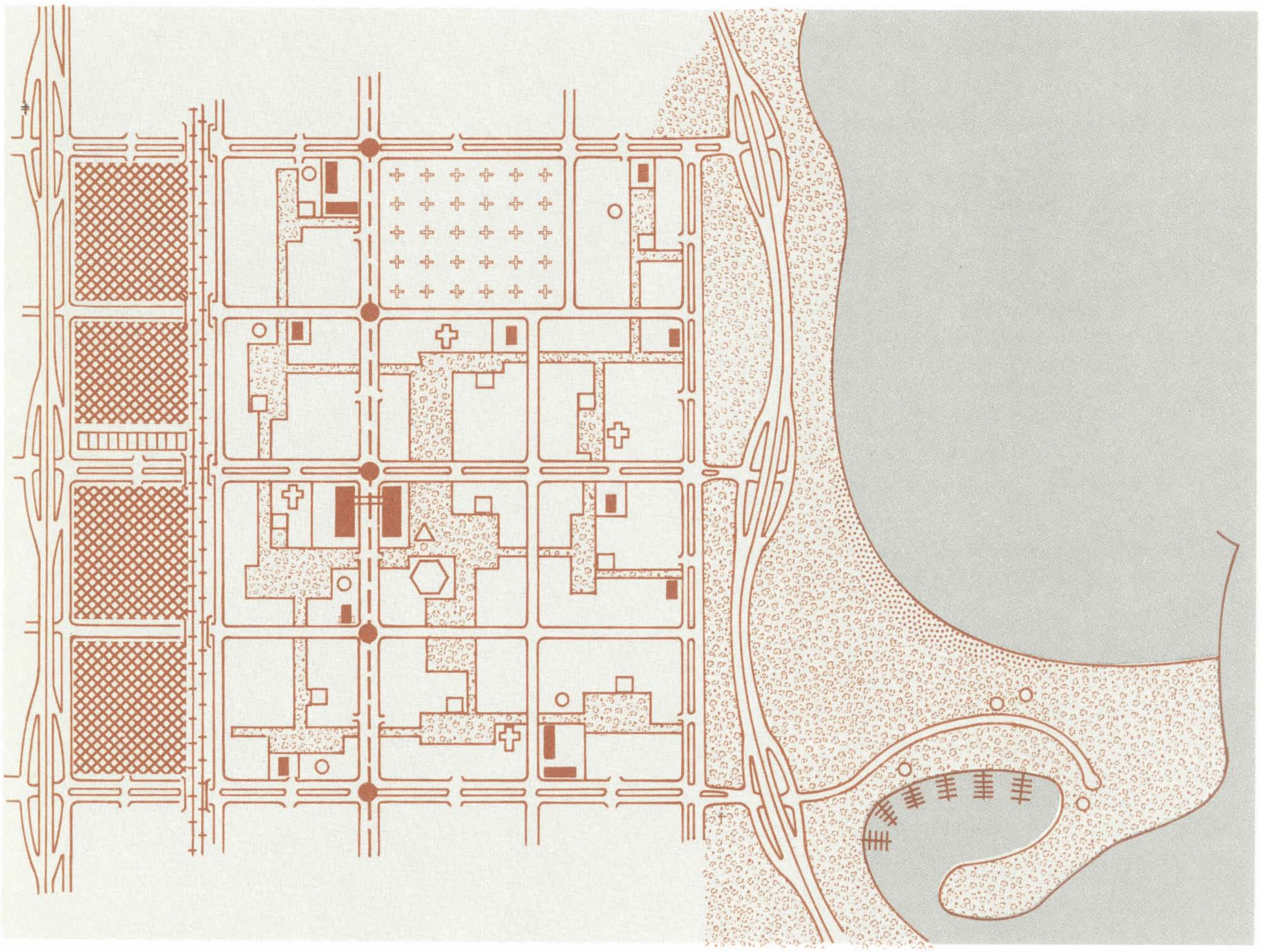


FIGURE 11. LAKEFRONT POLICY. *The lakefront park has been developed further with a landfill peninsula, which has a beach on one side and boat harbor on the other. A center for recreation activities, accessible by public transportation, has been developed at the terminal point of the mile street.*





✚ CHURCH

⬢ HIGH SCHOOL

■ ELEMENTARY SCHOOL

▙ NEIGHBORHOOD CENTER

▮ CONVENIENCE CENTER

⊓ COMMUNITY SHOPPING CENTER

▲ LIBRARY

● OTHER FACILITIES: POLICE, FIRE

FIGURE 12. APPLICATION OF POLICIES. *The community has now been developed and improved under the recommendations of the Comprehensive Policies Plan. It is served by modern transportation facilities and attractive business centers. Local neighborhoods are now free of heavy traffic and more pleasant, with more park space and recreation facilities and new housing in a greater variety of types. Obsolete and deteriorating residential, business, and industrial buildings have been removed. Community facilities and institutions—both new structures and those that existed before—are linked together by the greenways and park-malls. New plants have been built in the industrial corridor.*

The development of this community under the proposals of the plan has not only made it a more attractive and interesting place for its own residents. It has also helped to achieve the basic planning goals for the city as a whole: to improve the residential environment, to strengthen and diversify the economy, and to enlarge human opportunities.

CREDITS

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Page 23/U. S. Census, 1960
Page 24/U. S. Census, 1960 (Source for both graphs)
Page 25/1960 Data: U. S. Census, 1960. Projections: Population Projections for City of Chicago and the Metropolitan Area, 1970 and 1980, Chicago Community Inventory, University of Chicago, May 1964 (Source for both graphs)
Page 26/Chicago Community Inventory. Op. Cit.
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SKETCHES

Sketches on pages 45, 62, 63, and 81 by Saul Klibanow

MAPS

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SOURCES FOR TEXT

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Chicago Commercial Reference Handbook; Prepared for the Community Renewal Program by Brian J. L. Berry and Robert J. Tennant, Department of Geography, University of Chicago. (1963)
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Needs and Opportunities for Coordinating Renewal and Transportation Improvement; Prepared for the Community Renewal Program by Barton-Aschman Associates. (August 1963)
Population Projections for the City of Chicago and the Metropolitan Area, 1970 and 1980; Prepared by the Chicago Community Inventory, University of Chicago, (May 1964)
Technological Change, Its Impact on Industry in Metropolitan Chicago; An eight-volume study prepared for the Mayor's Committee on Economic and Cultural Development by Corplan Associates of the Illinois Institute of Technology Research Institute. (May 1964)
United States Bureau of the Census reports.

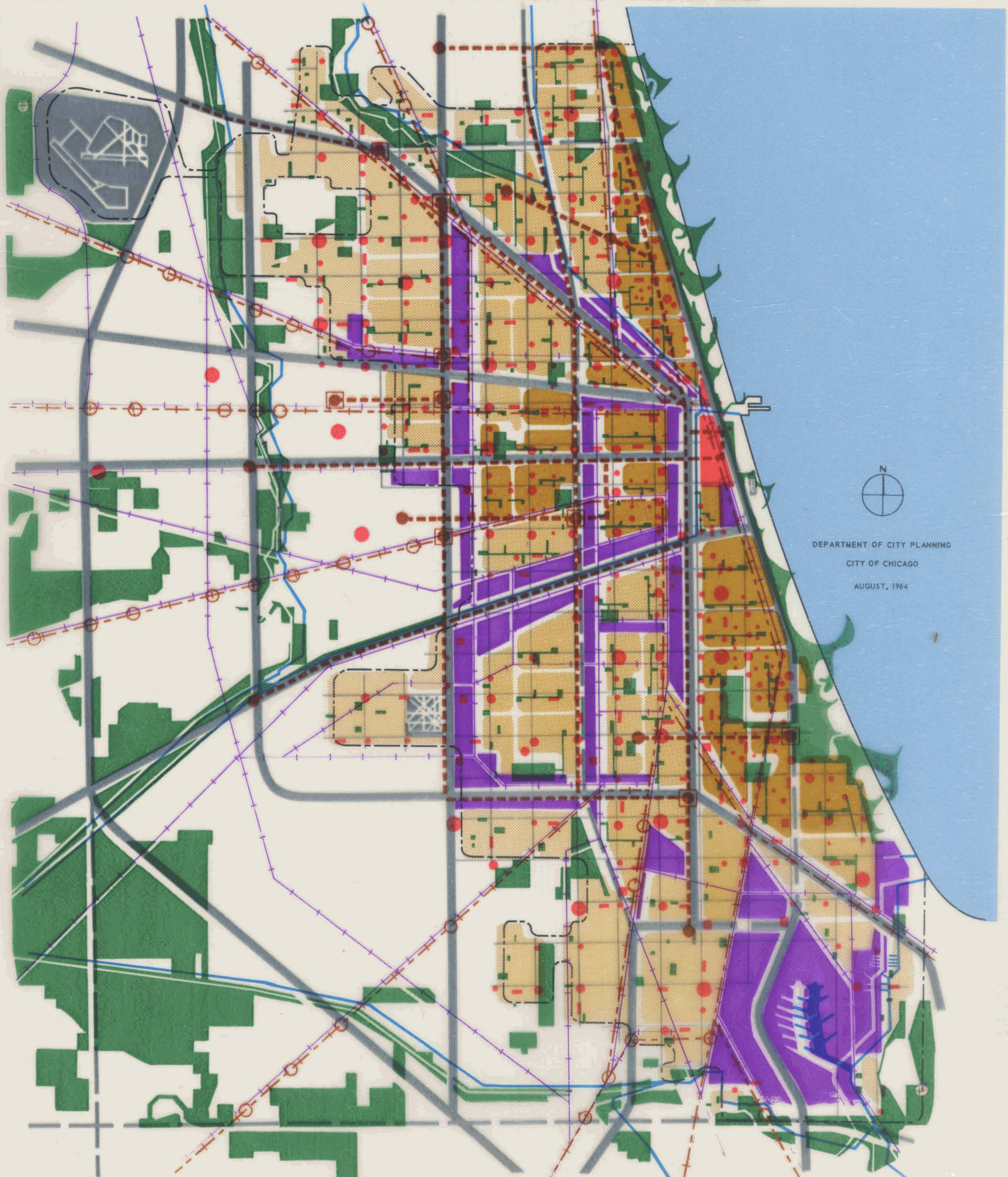
DIAGRAMMATIC MAPS ILLUSTRATING BASIC POLICIES FOR THE COMPREHENSIVE PLAN OF CHICAGO

This series of diagrammatic maps illustrates how the recommended basic policies for the Comprehensive Plan would be applied to Chicago. Each overlay sheet is a general representation of the policy proposals for a major subject covered in the plan. To view a single sheet separately, place under it the base map of Chicago which is printed on the fold-out page.

These diagrams show clearly how the Comprehensive Policies Plan perceives the city as a set of interlocking systems. Business centers and recreation areas would serve residential areas, and would be related to residential density patterns. Industrial areas would adjoin main transportation arteries. In turn, expressways, preferential streets, and rail lines would serve centers of activity, define the boundaries of residential and industrial areas, and link together all parts of the city and the metropolitan area.

RESIDENTIAL AREAS AND DENSITIES
RECREATION AREAS
BUSINESS CENTERS

EXPRESSWAYS, MAJOR STREETS AND AIRPORTS
INDUSTRIAL AREAS AND MAJOR FREIGHT RAILROADS
RAPID TRANSIT AND COMMUTER LINES



DEPARTMENT OF CITY PLANNING
CITY OF CHICAGO
AUGUST, 1964

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RECREATION AREAS

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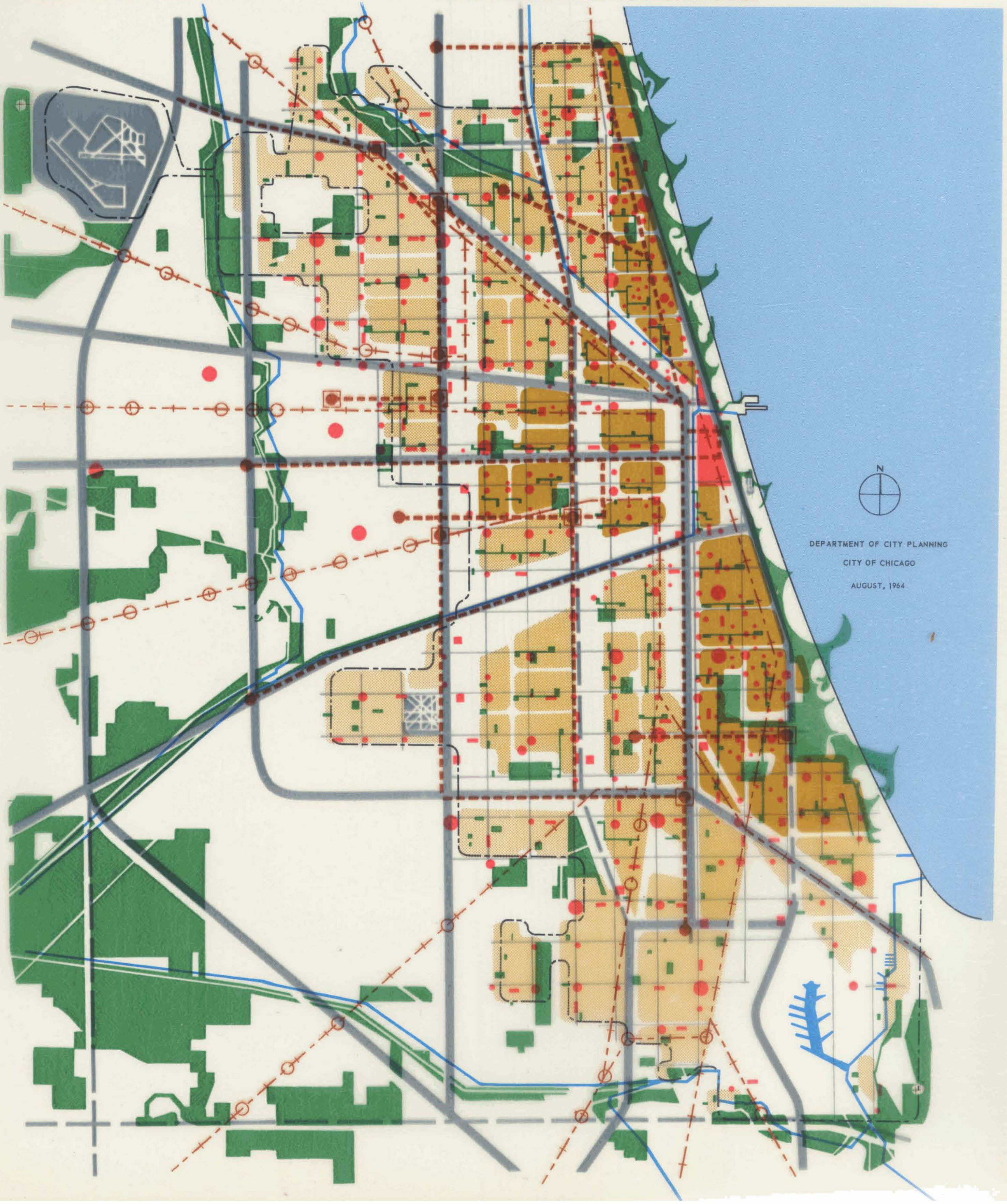

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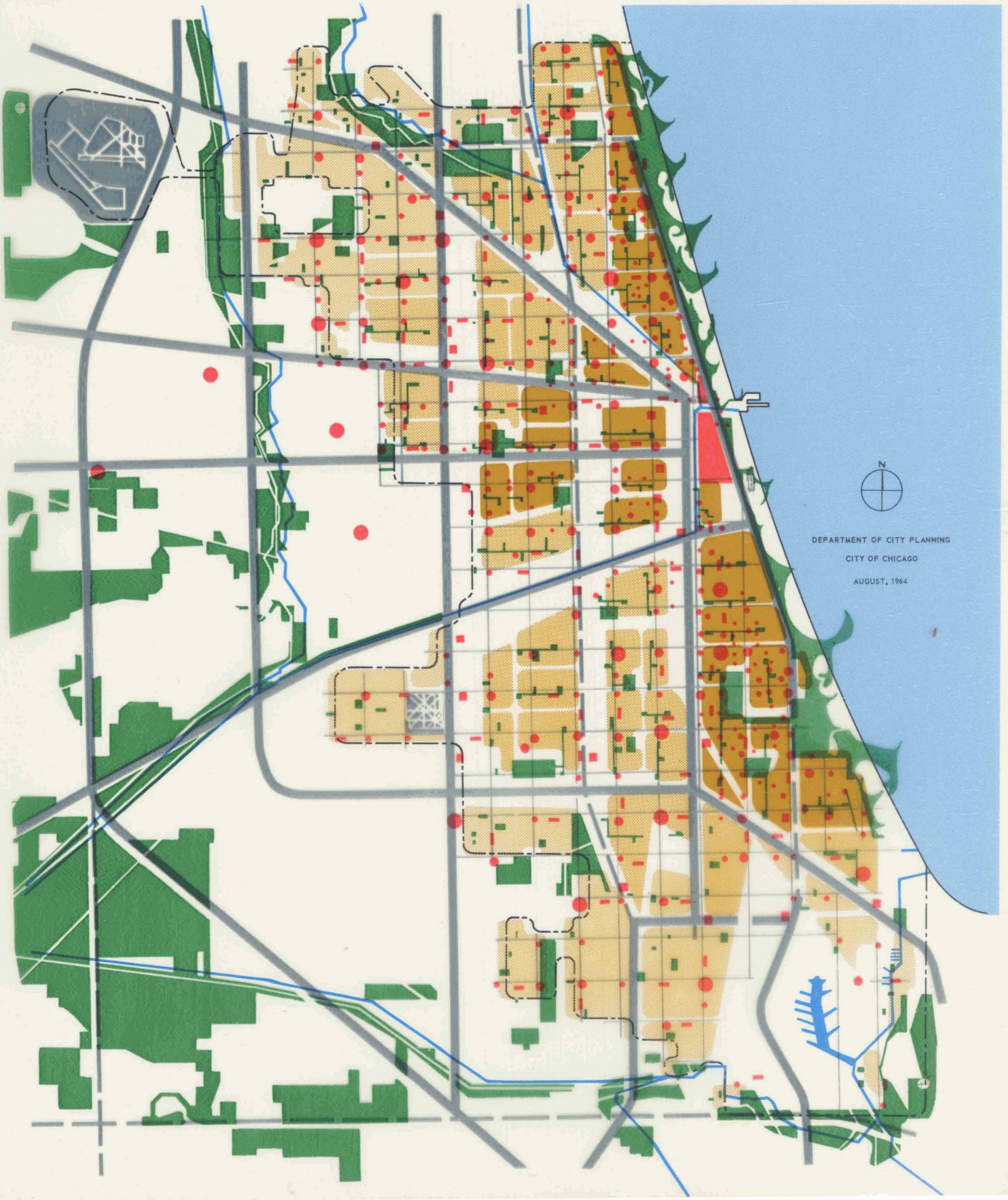
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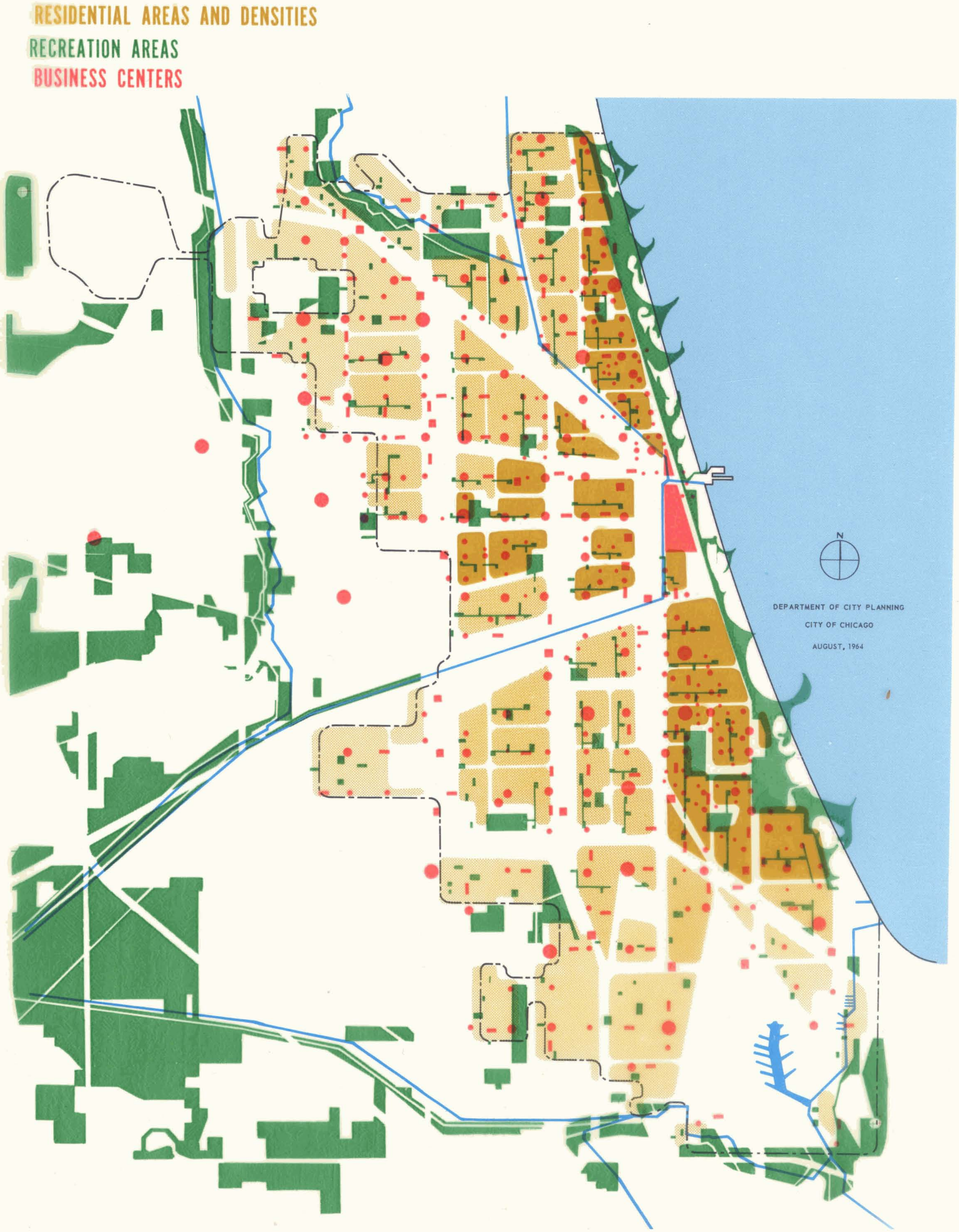
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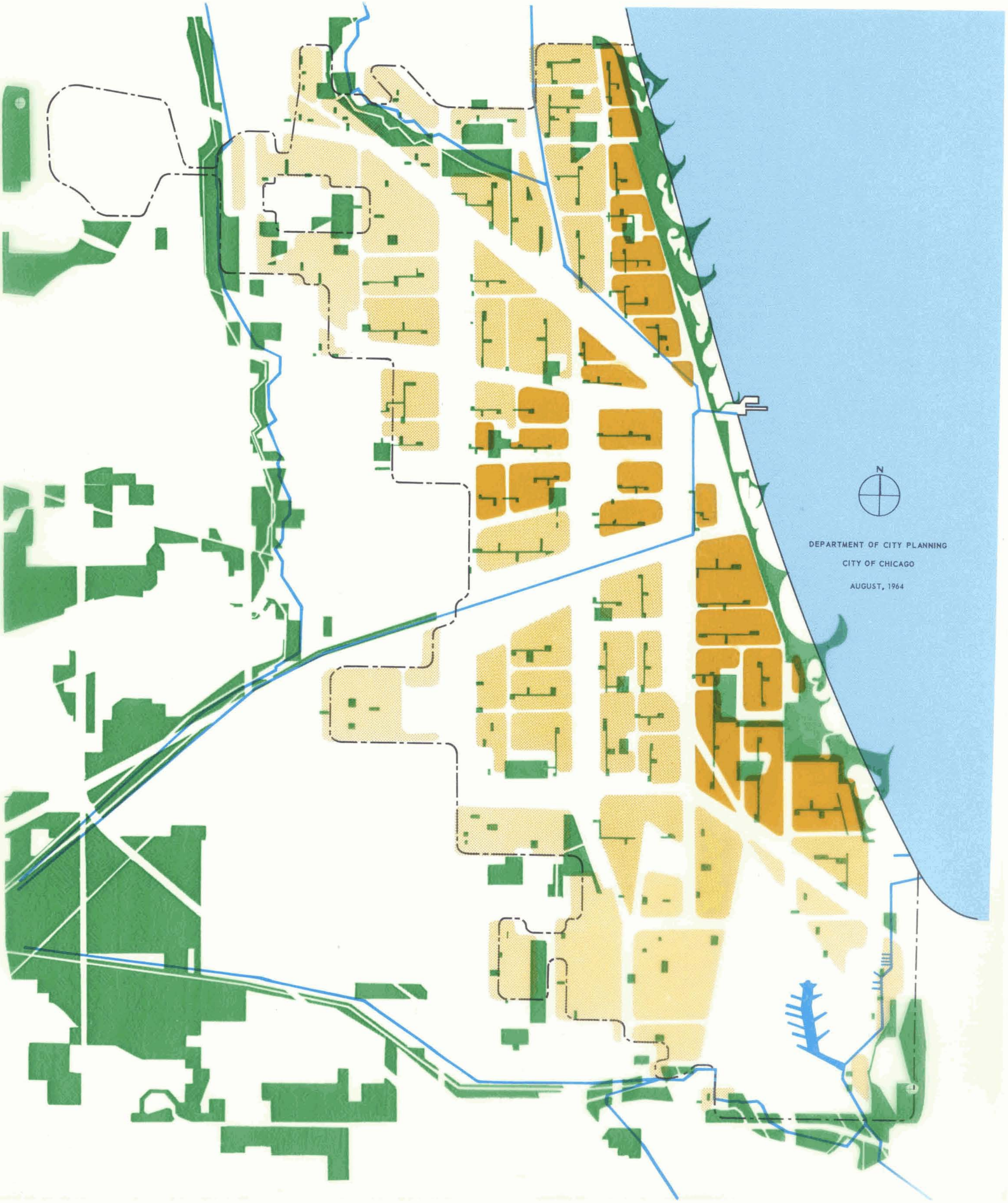
RECREATION AREAS



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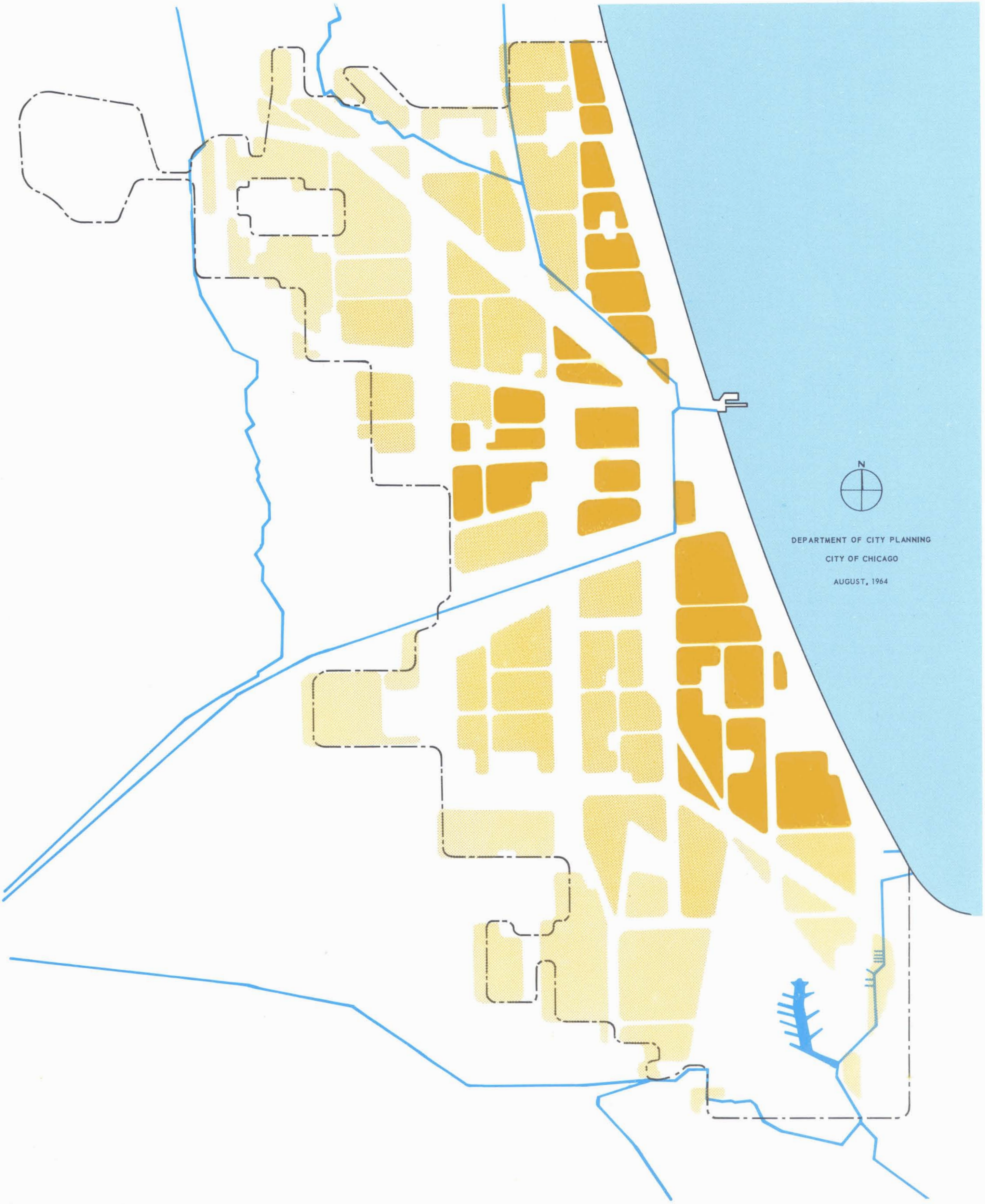

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